DOCUMENT RESUME

ED 052 288 VT 010 817

TITLE	Opportunities Industrialization Centers: A Synthesis and Analysis of Fifteen OIC Final Reports.
INSTITUTION	Legal Resources, Inc., Washington, D.C.
SPONS AGENCY	Manpower Administration (DOL), Washington, D.C.
PUB DATE	Jun 69
NOTE	146p.
EDRS PRICE	EDRS Price MF-$0.65 HC-$6.58
DESCRIPTORS	Annual Reports, *Culturally Disadvantaged, *Evaluation, *Federal Programs, Field Studies, *Job Placement, *Vocational Education
IDENTIFIERS	*Opportunity Industrialization Centers

ABSTRACT

The records, findings, and recommendations of 15 opportunities Industrialization Centers (OIC) were synthesized and analyzed so that individual OICs and other manpower programs could benefit. A detailed review of the final reports of the OICs and three field visits were made to collect data. To facilitate comparison, each of the chapters contains a general summary, the author's comments, and recommendations made by the OICs. The author noted that individual OIC reports suffered from overgeneralization and a defensive portrayal of the program. The statistical analyses were weak and prevented a thorough examination of trainee characteristics and job placements. The best features of the reports were their sensitive treatment of OIC goals and their description of program functions. (BC)

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ED052288

OPPORTUNITIES INDUSTRIALIZATION CENTERS:

A SYNTHESIS AND ANALYSIS OF FIFTEEN OIC FINAL REPORTS

JUNE 1969

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June 12, 1969

Mr. Judah Drob
Chief, Division of Program Utilization
Department of Labor - Room 206
1741 Rhode Island Avenue, N. W.
Washington, D. C. 20210

Dear Mr. Drob:

In accordance with our contract, we are pleased to submit this synthesis and analysis of OIC year-end reports. We are grateful for the opportunity we have had to work on this matter.

Sincerely,

LEGAL RESOURCES, INC.

Tersh Boasberg

TB:jm
Enc.

By: Tersh Boasberg
President

DISCLAIMER

This report on a special manpower project was prepared under a contract with the Manpower Administration, U.S. Department of Labor, under the authority of the Manpower Development and Training Act. Organizations undertaking such projects under the government sponsorship are encouraged to express their own judgment freely. Therefore, points of view or opinions stated in this document do not necessarily represent the official opinion or policy of the Department of Labor.

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I INTRODUCTION

This study is a synthesis of year-end reports from fifteen Opportunities Industrialization Centers (OICs), with analytical comments of the author, and recommendations added. It was prepared under contract number 82-09-69-72 for the Manpower Administration of the U.S. Department of Labor.

A. PURPOSE OF THE STUDY

The purpose of this study is twofold: (1) to synthesize in one convenient study, fifteen OIC final reports and their recommendations; and (2) to analyze these reports and recommendations in order that individual OICs, as well as other manpower programs, may profit from the general OIC experiment. While the recommendations and analytical comments of the author are intended primarily for government program officials, it is hoped they also will be useful to the OIC Institute and to the local OICs themselves.

The great danger of this study is that it may be taken as an evaluation study. In no sense, however, should this report be taken as an evaluation of the OIC program. No evaluative field visits were made. The author cannot determine which OIC features have been successful or effective merely from a reading of reports, which contain primarily descriptive material and much that is self-supporting. The author's gloss on the OIC final reports represents only his best efforts to cull from these reports the most salient features of the OIC experience, which may be helpful to other OICs and to those who have the operating responsibility for fashioning and funding manpower training programs for the disadvantaged. It may point the way, perhaps, to program improvements. But it cannot value the degree of success or failure of the total OIC program.

B. METHOD OF STUDY

The basic method used to prepare this study was the author's detailed review of each OIC's final report. Three field visits also were made of approximately 4 to 5 days each to the OICs in Erie, Pennsylvania, Little Rock, Arkansas, and Cincinnati, Ohio. These visits were taken in order to better analyze the reports of each OIC visited in the light of an actual examination of the premises and conversations with OIC staff members. No students were interviewed. No employers or local or state agencies were contacted.

The field visits added flesh and blood to the three OIC written reports; helped to answer specific questions in greater detail than covered in the reports; gave the author a current sense of OIC operations; and added a general, albeit imperfect, framework of verification, against which all 15 OIC reports could be considered. Field visits consisted of interviewing those persons responsible for preparing various sections of the final reports; a superficial examination of the OIC premises; a brief review of the OIC's statistical records; and continual inhalation of the OIC "atmosphere."

This study was prepared in 45 working days. About one day was spent reviewing and analyzing each OIC report; 13 days on the three field visits; and three weeks in the actual writing of the final copy. All work was done by Legal Resources' President, Tersh Boasberg.

C. ORGANIZATION OF THE STUDY

This study is organized along the lines suggested by the Labor Department to the OICs for writing their final reports. It purposely follows the outline of the OIC final reports, except for the author's analyses which appear as "Comments" near the end of each chapter. The chapters are presented in the same general sequence which an individual OIC trainee might follow as he progresses through the program: recruitment, intake and orientation, basic education, skill training, counseling, and job development and placement. Statistics on trainee characteristics and rate of progress are gathered together and presented as a unit in Chapter XI.

In order that the reader can clearly differentiate between the OICs' words and the author's opinion, each of the chapters of this report (except II and III) is divided into three major categories A. SYNTHESIS, which represents a general summary of that chapter as synthesized from the OIC reports; B. COMMENTS, which appear near the end of each chapter and represent the author's analysis of the major concerns of that chapter; and C. RECOMMENDATIONS, which contain the principal recommendations of the OICs as summarized from their reports, except where the recommendation is clearly noted to be the author's. Unfortunately, many of the OIC reports did not contain recommendations. In addition, OIC recommendations were directed at improving their own programs, not at answering queries about what others could learn from their experience.

Each OIC is designated by the city it serves. A list of the 15 OIC cities appears in Appendix A, together with the dates covered by their reports. Appendix B lists the OIC skill training courses. Appendix C contains the author's brief summary of the quality of each OIC report, with a notation about that OIC's most unusual features. Appendix D contains the author's suggestions for improving the next round of OIC final reports.

One last note. The OIC reports, in general, were only fair. A few (Roanoke, Erie, Seattle, and Oklahoma City) were good to excellent; a few (East Palo Alto, Camden, and Harrisburg) were poor. In one instance, dealing with counseling, six of the reports contained identical language, leading one to surmise that there had been at least some collaboration in their preparation.

Almost all reports suffered greatly from overgeneralization and a defensive portrayal of program operations. The statistical sections were extremely weak and prevented a thorough analysis of trainee characteristics, job placements, and progress rates. The strongest features of the reports were their sensitive treatment of OIC goals and clear description of program functions.

II SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

A. OIC FEATURES

There are five principal experimental features of the OIC program which are lacking to some degree in other federally-funded manpower training programs for the disadvantaged. A brief description of these features is necessary before one can summarize what may have been learned from the OIC experience.

1. Comprehensive Nature - few other manpower efforts sought to vertically combine so many distinct programmatic functions into one, singly-administered, comprehensive project. These include: recruitment and outreach; intake orientation, testing and assessment; basic and remedial education; skill training; one-to-one counseling throughout the program; job development and placement; and follow-up services.

2. Community Base - most other manpower projects are administered by public or quasi-public agencies, or by private unions or employers. The OICs grew out of a community effort; they were not superimposed by the government. They are local, private non-profit organizations, with Board members drawn from private community life. To some appreciable degree, they came into being as a culmination of private individual effort, community fund-raising drives, and local church and neighborhood leadership.

3. Black Leadership - unlike other local or state programs, OICs have black leadership at their very top--not only at the local staff and Board levels, but also at the national (Philadelphia and Institute) level.

4. Motivation - heavy stress is placed on the motivational and psychological aspects of basic education and skill training through a variety of means, such as: one-to-one personal counseling, intimate staff-student relationships, attitudinal courses, emphasis on self-help, a "no dole" philosophy, limited Brotherhood Fund payments, and stop-gap jobs.

5. Industry Involvement - private industry's participation was actively sought in three major areas: (a) the donation of equipment and funds; (b) curriculum and course design, and training of trainers; and (c) job development and placement. Individual training relationships with specific local employers are encouraged.

B. WHAT CAN WE LEARN?

It is difficult to distill what has been learned from the OIC experience, which may have general applicability for other manpower training programs, because the fifteen OICs are not being evaluated in this study. Still, from an examination of all the final reports, three one-week field visits, and from the author's own knowledge and experience, certain insights to the program can be gained. We can learn from a good idea, a program innovation and an imaginative approach to a problem, as well as from a proven success. There are two"negative" conclusions which are dealt with first because, in some respects, they are the two most important lessons which emerge from this study.

1. The Difficulty of Training the Disadvantaged

The job of educating, training, motivating and placing the disadvantaged is much more difficult than is generally realized. OIC's high feeder and skill training drop-out rates, under 50% attendance levels, slight male participation, and low job placement and job retention figures, emphasize the enormity of the task when compared to the puniness of the resources employed. It will take far more than all the OICs' experimental features (even assuming additional trainee allowances) to adequately educate and train the poor. Staff motivation, breakdown of discriminatory employment practices, more modern equipment, and better program administration are but a small part of the gargantuan effort which must be mounted.

The government is deceiving itself if it believes that programs funded on the OIC monetary scale will be able to make an appreciable dent in the "hard-core" unemployment picture. The cosmetic of OIC faith, ironically, serves to mask the deeper problem of individual frustration.

2. The Difficulty of Institutionalizing Innovation

The second "negative" conclusion is that few of the OIC features seem to have been institutionalized. None of the reports disclose that OIC experiences, new materials, curricula design, testing innovations, or employment breakthroughs have been incorporated in adult education, employment service, public school, vocational training or other institutionalized local programs. In addition, the OICs do not appear to be particularly concerned about it. Obviously, the OICs are new and must develop their own brand of excellence before they can export their product. But they should be aware that they must demonstrate to others, in addition to themselves, what they have found to be valuable and seek a wider application of their experience.

The five "positive" experimental features of the OIC program, discussed above, seem to have broad applicability for other manpower programs, as well. They are recommended for extension to such programs.

3. A Comprehensive Approach

The broad, comprehensive nature of OIC's vertical integration of manpower components appears to offer distinct advantages in reaching and serving the disadvantaged. Vocational and personal counseling can be done on a continuous basis throughout the whole program. As Erie and a few others note, "feeder" basic education can be made directly relevant to skill training courses. Counselor, teacher and job developer, acting together, can fashion a more complete profile of the trainee and match him to the job in a more sensitive and accurate manner. OICs report on a wide range of inter-relating trainee needs--personal, vocational, educational, financial, motivational--which can be dealt with more comprehensively in a single, unified program. The trainee can grasp more clearly the OIC concepts of self-help and progress through learning, when he sees how remedial education, skill training, hygiene, good grooming and minority history connect, one with the other, and all lead to the common end of job placement.

Also, the comprehensive nature of the program enables the OICs to have great flexibility in meeting changing local employment needs. A new welding employer in Erie

(Litton Industries) or a fresh demand for tile setters in the District of Columbia can be immediately met--the men recruited, feeder training adopted, skills instruction designed, and trainees placed--all within the framework of one program.

4. The Community Base

As the reports indicate, a community base definitely makes the program more attractive to the ghetto dweller and his alienated brother. OICs radiate a certain atmosphere of welcome, of non-institutional friendliness, of "our kind" of program. There is a great advantage to enrolling in a program where one can see his friends or others he respects among the staff and student body.

In another sense, a community base may enable a manpower program to have a more forceful impact on private employer and union receptivity to hiring the disadvantaged. Unions and private employers can pay lip service to governmental entreaties to develop more jobs, hire the poor, and end discriminatory practices. But a well organized community group, with widespread community leaders, presents the employer or union with a more imposing counterweight.

A community base is not an unmitigated blessing. It also can lead to disruption, program conflict and a loss of employer confidence, as in East Palo Alto.

Local manpower projects should consider broadening certain aspects of their programs by developing citizens' advisory boards, holding open discussion meetings on policy proposals, and drawing teaching staff, administrative personnel and non-professional aides from within the target community to be served.

5. Black Leadership

It seems evident that black leadership at the top generates a certain amount of motivational pride and confidence among the OIC trainees, who are mostly Negroes. It is not only that there are black teachers and black counselors on the staff, what is even more important, is that the top man, the real decision-maker, is also black.

The fact of black leadership greatly enhances the notion of OIC self-help, and proves (especially in "border" towns like Roanoke, Little Rock and Jacksonville), that Negroes can develop, administer, and manage a complex, multi-million dollar, sophisticated government contract. Furthermore, OIC experiences (Erie, Seattle) show that whites will come to a well run program, regardless of the color of the stewardship.

6. Motivation Techniques

OICs favorably report on a battery of devices used to enhance trainee motivation. They include encouragement of close student relationships with teachers, counselors, job developers and administrators; attitudinal feeder courses such as minority history and personal development; individualized training at the student's own learning pace; noncycled classes; open-door recruitment; and continuous emphasis on the trainee's development of self-confidence through demonstrable staff concern, extra-curricular activities, well-chosen training and educational materials, and informal and group counseling. More than a few of these devices might be incorporated into other manpower programs.

In addition, OICs have learned that motivational techniques, alone, cannot reach and hold all persons in need of manpower services. The characteristics of OIC trainees (young, female, some education) and significant drop-out rates indicate that OICs are not reaching and holding the most disadvantaged. At a minimum, some kind of training allowance or form of work-scholarship probably is necessary.

7. Industry Involvement

It is not a new discovery to conclude that there is much to be gained by close involvement of private industry (and unions) with government-financed manpower training programs. As shown by two or three OICs, there may be distinct advantages of training for specific local employers, according to that employer's actual needs, on that employer's equipment, and utilizing that employer's training devices.

In some cases, OICs have secured impressive donations of machinery and materials. Active Technical Advisory Committees of industrial representatives have positively shaped designs and curricula for numerous OIC skill training courses. And in a larger contex, it makes sense to bring employers closer to the problems of the disadvantaged--their hopes and hardships, their inherent qualities, and their stake in the community.

In addition to concluding that the five principal experimental features of the OIC program warrant extension, there are other lessons, too, which may have a wider applicability.

8. Union Barriers

Many of the OICs report that unions, rather than business and industry, had the most discriminatory employment practices. This was especially true in the South--Roanoke, Little Rock, Jacksonville; but was common everywhere in the building trades and craft unions. There were few union success stories.

9. Project Isolation

Individual OIC projects suffered greatly in their isolation from each other, and from other local agencies and community programs. OIC course planners, especially in the feeder, teachers, and curriculum specialists did not know where to look for materials, were unfamiliar with what work had been done in their fields by others; and learned mostly by trial and error. Access to outside help or a vehicle for sharing experience was not provided. The OIC Institute, almost alone, was the principal resource utilized and it was not enough.

10. Curricula and Materials and OIC Experience

The author suspects that if selected OIC curricula designs, new materials, counseling and testing experiences, and teacher-made learning devices, as well as some of the other novel and experimental ideas, teaching experiences and guides were collated and assembled, much would be found to be of value to other manpower programs. Some OICs report marked success in using individual learning laboratories, their own assessment tests, multi-level teaching methods, flexible non-cycled courses, and non-professional aides as recruiters, teachers, counselors and clerical help. Also, in areas such as minority history, hygiene and grooming, consumer education, group counseling, race relations and individual arrangements with specific employers, lessons probably have been learned which, if assembled and evaluated, would be of help to others.

C. WHAT CAN OICS LEARN?

An examination of all fifteen reports discloses particular OICs being more imaginative and active in certain areas than other OICs. This is a summary of those specific examples which are recommended by various OICs for improvement of their own programs and which may be of value to other OICs. Obviously, each suggestion must be considered in the light of local conditions, resources and staff capability.

1. Facilities - Every effort should be made to locate all facilities in one building or in one area which does not require inter-program transportation. Erie and Roanoke are the best examples. A number of other OICs commented on the program difficulties encountered by physical separation of facilities.

2. Orientation - An identifiable, intensive, one-week orientation period, with comprehensive personal and vocational counseling, has proved extremely valuable to Washington, D.C. Trainees are not formally enrolled in the feeder until completion of the orientation program. This has significantly reduced program drop-out rates.

3. Testing - Most OICs believe that recruits should be tested during the orientation period. Good counseling can reduce inherent student fear of tests and explain their purpose in facilitating more accurate feeder and skill training placement.

4. Feeder - Skill Training - Feeder classes should be as vocationally oriented as possible. Feeder reinforcement should be an integral part of every skill training course. Ideally, feeder and skill training ought to be combined, as in Erie.

5. State Licensing - Seattle and Little Rock have successfully explored state licensing of their vocational training. This adds prestige to the OIC diploma--for

trainees, as well as for prospective employers. It has not resulted in loss of program flexibility or imposed artificial restrictions on staff hiring practices.

6. Counseling - If possible, the same counselor should be assigned to a trainee for his entire period in the program, once the intake and orientation phase has been completed. Counselors should be assigned on a vocational basis because of their need to have a thorough command of the skill training area(s) chosen by their counselees.

7. In-Service Training - Staff in-service training needs to be improved and to this end, Cincinnati and Seattle have made impressive use of community colleges. OIC staff members are encouraged to take college courses in their fields; pay a reduced fee; and meet periodically for in-service training, conducted by community college faculty members.

8. Job Placement - Detailed training arrangements between OICs and large local employers ought to be encouraged. Seattle, Little Rock, Harrisburg, Milwaukee, and Washington, D.C. have made specific training agreements with at least one local employer. Some OICs have worked out arrangements whereby trainees are hired by an employer and spend one-half day at the employer and one-half day at the OIC for further training. Still other employers have allowed OIC trainees to take their employment tests on OIC's premises, supervised by OIC personnel.

9. Transportation and Child Care - OICs recommend their own buses to help solve trainee transportation problems. Cincinnati, Omaha and Erie have been successful in getting priority for OIC mothers in public day care centers; and Dallas has developed its own volunteer child care center on its own premises.

10. Advisory Committees - Technical Advisory Committees for each skill training course prove invaluable. The most likely employers should serve on these committees.

D. OTHER RECOMMENDATIONS

1. The Department of Labor should:

a. Work with the OIC Institute and/or outside consultants to provide in-service training and a sharing of experience for OIC feeder, counseling, job development, statistical, and supervisory management staffs.

b. Fund (with other agencies, as appropriate) a work-scholarship program in all OICs, paying $40-$50 per week, with preference being given to minority, male, heads-of-households and young, male, school drop-outs.

c. Take the lead in securing more uniform federal interagency budget, refunding, reporting and monitoring procedures and operating guidelines.

2. The OICs should:

a. Maintain more accurate trainee and program records and statistics, and develop the capacity to use them for internal management control and program policy decision-making.

b. Realize that program quality--not staff dedication, dropping of discriminatory barriers, or trainee allowances--will determine the ultimate success or failure of OIC education, training and placement efforts.

c. Better understand the experimental nature of their program; and develop the ability to effect institutional change in their own communities, within the agencies and public systems which deal with a numerically far greater percentage of their common target population.

III BACKGROUND

A. HISTORY

All fifteen OICs are based on the Philadelphia prototype founded in 1964 by Reverend Leon Sullivan. Local OIC church and community leaders often had formulated similar plans of their own for some kind of manpower training program. When local leaders visited the Philadelphia prototype, their plans were altered to embrace the dynamic and powerful concepts of OIC. In further developing their local projects and in making application for funding to the federal agencies, local OICs were assisted in great measure by representatives of the Philadelphia program and the newly-organized OIC Institute.

The first eight OICs were funded in September, 1966. They were: Erie, Harrisburg, Roanoke, Washington, D.C., Little Rock, Oklahoma City, Seattle and East Palo Alto. As detailed in Appendix A, their year-end reports cover the approximate period, September, 1966 to June 30, 1968. However, because of their delays in reaching full program levels, their actual training operations cover only about an 18 month period. A few OICs' vocational programs started even later, and their reports will cover only a 12 to 15 month skill training period.

The remaining seven OICs were funded with a six-month planning grant during the Spring-Summer of 1967. Full funding was made in the Fall-Winter of 1967-68. These included: Jacksonville, Charleston, Omaha, Cincinnati, Dallas, Milwaukee, and Camden, N.J. (Minneapolis is the eighth, but has not submitted its report). Generally, these seven "second wave" OIC reports cover a period of less than one full year of full program operations.

B. TRI-PARTITE FUNDING

All 15 OICs are jointly funded by the Departments of Labor, and Health, Education and Welfare, and by the Office of Economic Opportunity. (None seems to have developed other federal or state funding sources except Milwaukee, which received $100,000 from the Wisconsin State Department of Vocational Education.) Generally, HEW funds the skill training component, while Labor and OEO share the other costs. All OICs are delegate agencies of local OEO-funded Community Action Agencies. Labor contracts and OEO grants are made to the CAA. HEW contracts are made directly with the individual OIC.

The piecemeal funding by three federal agencies, their varying budgetary periods, differing requirements as to program reporting, local share and property acquisition rules, separate bank accounts, bonding requirements and operation guidelines, impose a severe strain on OIC fiscal and administrative personnel. In every OIC report, mention was made of the confusion and hardships caused by federal tri-partite funding. It is true that the OIC program demonstrates that three federal agencies can work cooperatively to launch an intricate local program. Yet, what stands out more starkly, is that the three agencies have been unable to develop a common application or renewal form, uniform reporting requirements, or joint operational guidelines.

C. LOCALE

The 15 OICs are situated in city ghettos and serve a predominantly urban poor population except, perhaps, Roanoke and Charleston. To a large extent, the OICs are located in small to medium-large cities, with the exception of Dallas and Washington, D.C. Based on 1960 census figures, five of the OIC cities have a population of less than 100,000; another four have less than 200,000; and all but three are under 550,000. Except for Charleston and, perhaps, Camden, most of the OICs report healthy and expanding local economies.

D. OIC PHILOSOPHY

OIC's motto is "We help ourselves" and, indeed, the self-help philosophy of the program is one of its hallmarks. The fact that no trainee stipends are given and there are only small payments from the Brotherhood Fund is one aspect of the self-help nature of OIC. But even more impressive is the individual notion of self-help and self-worth which is nurtured through special OIC features such as motivational counseling, attitudinal courses like minority history, self-paced programmed learning devices and non-cycled classes.

Another dimension of the OIC philosophy is the concept of dealing with the "whole man". A person may need basic education and skills, but that is only one part of the answer to his quest for employment. He also may need eye glasses or dentures; financial counseling and personal guidance; a basic knowledge of hygiene and health; and a feeling that he can succeed -- a belief in himself.

The OIC door is symbolically open to all and no potential trainee is turned away. In some cases this has resulted in actually recruiting fewer hard-core trainees since available slots have been filled quickly by the less disadvantaged, who may have been more easily motivated by OIC publicity. But, generally, the "open door" philosophy seems to have served its intended purpose of making the poor, the drop-outs, and the unemployed welcome.

Care is taken that each trainee knows that the OIC feels deeply about him; that someone is sincerely concerned about his progress; that he has innate personal skills; and that, only through helping himself, can he develop his latent abilities to his full potential. The OIC visitor is immediately struck by the spirit of the staff; their rapport with trainees of all ages, sexes, and races; and their determination to prove that the trainee can "make it" with encouragement, understanding, patience, and guts.

The trainee is taught about pride and brotherhood -- pride in himself and brotherhood with others. This is especially true with regard to black trainees. In Erie, artful Negro posters gently bombard him; "soul" constantly surrounds him; pictures and busts of famous black Americans from Crispus Attucks to Martin Luther King sternly regard him in the halls. Black is beautiful but it is not offensive. It is clear that OIC is a program founded and developed by blacks. But it is equally clear that it was founded by blacks for all people; white as well as black.

In Erie, the walls are literally covered with pithy sayings:

"Idleness is only the refuge of the weak and the holiday of fools."

"They are able because they think they are able."

"A wise man makes more opportunities than he finds."

"When one door shuts, another opens."

"Genius is 1% inspiration and 99% pure prespiration."

"We will build with what we have."

These are not the slogans of black America, nor the rallying cries of nationalists. These are the schoolroom prods and precepts of all Americans -- hackneyed, perhaps, but militant, hardly.

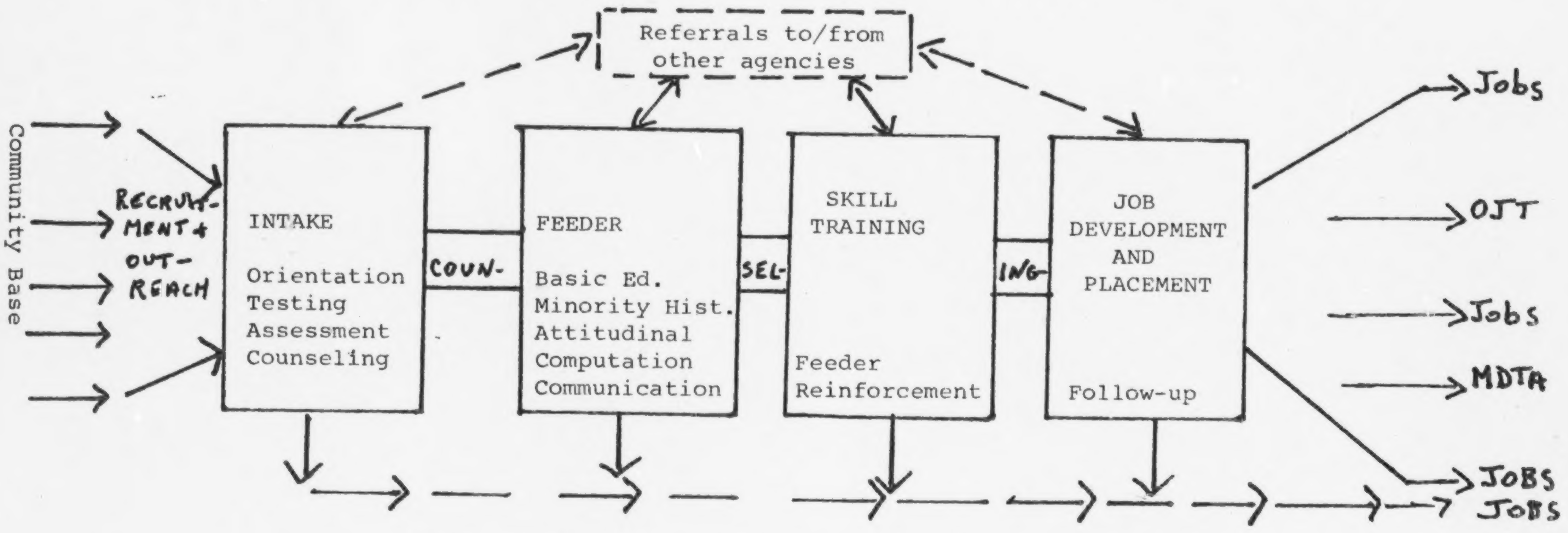
E. FUNCTIONAL SUMMARY

All OICs operate more or less on the basic functional pattern of Philadelphia. Each focuses on the trainee a variety of educational, motivational, and training services in a comprehensive, inter-connected manner. One of the unique features of the OICs is their ability to offer a complete range of manpower services under one administrative roof. The trainee progresses from recruitment and outreach, through intake and orientation, to feeder pre-vocational education and skill training courses, and then to job development and placement. Throughout the program, counseling, referral and follow-up services are always available. (See Chart 1.) Classes are held both days and nights. There are no stipends for trainees, although three of the OICs are experimenting with a form of work-scholarship to supplement meager payments from the Brotherhood Fund.

OICs also are a good deal more than government-financed, comprehensive manpower programs. They are almost a social movement. They hold annual dinners and community fund raising drives. They sponsor athletic meets, job fairs, and beauty contests. They engage the services of scores of volunteers. They are active in a wide range of neighborhood concerns. They are, in short, a new path to the future for those whose confidence they have won.

CHART 1

OIC PROGRAM FUNCTIONS



(Stop-gap jobs, direct placement, trainee job acquisitions)

IV ORGANIZATION AND ADMINISTRATION

A. SYNTHESIS

1. Organization

The dominant organizing force for OICs in most communities was the Negro clergy. This was not the case in Roanoke, Jacksonville and Oklahoma City. Relatively little support was given to any OIC by local labor, business or political figures, or by local agencies. In fact, a number of reports (Erie, Cincinnati) tell of initial opposition from local public agencies. Negro ministers and other community leaders received vital aid from the OIC Institute in their program development and organization phase. All OICs (except Milwaukee) report that the Institute was especially helpful in providing technical assistance for proposal drafting, initial training for new staff members, and in bringing state and federal funding agencies together.

During the organization phase, the OIC local Boards sought to enlist the support of the larger community, principally the Negro community. Fund raising campaigns, even if they seemed to raise little money, did generate widespread person-to-person contact and attracted a fair number of volunteers. Churches appealed to their congregations; neighborhood meetings attracted block residents; and additional support was sought from political, business and labor leaders. The first wave cities usually spent six months to a year in some phase of organizational activity prior to federal funding. Many of the OICs even conducted skeletal feeder and skill training classes with volunteer teachers, donated books, and make-shift equipment.

For the second wave of OICs, the six-month planning grant may have made their organizational phase less hectic and more orderly, although this is not made explicit in the reports. Jacksonville, however, did use its six-month planning period to hire an executive director and fiscal officer; to locate a suitable building and renovate it; to plan course design and curricula; to begin contacting potential local employers; and to apply for HEW skill training funding.

In all cities, it was clear at the outset that the OIC training program was to be community-based. By the nature of the Institute and the principal local contacts, it also was clear that this community base was going to be primarily black. Thus, from the very beginning, the disadvantaged (black) population to be served could identify with OIC in a way that it could not with any other existing local education or skill training program, most of which were run by the local schools or state employment agencies.

2. Administration

a. Board of Directors

Each OIC is a private, non-profit corporation, governed by a Board of Directors. Representatives of the Negro clergy have dominated most Boards and this is still more or less true today. The majority of OICs have Board chairmen and/or executive directors who are black ministers. Other Board members include a fairly representative cross-section of the community: businessmen, teachers, lawyers, and private citizens. Most of the Boards also have representatives of the poor from the CAP target areas. (Little Rock noted that the representatives of the poor were its best Board members.) At least two OICs (Omaha and Jacksonville) have OIC students on their Boards.

The Dallas Board had an interesting consultant arrangement. It has retained outside professional consultants to the Board in three areas: academic affairs, community support and employment training. Few OIC Boards seemed to have union or labor representatives.

The greatest single complaint voiced by the OICs (Roanoke, Erie) about their Boards is that Board members have become too involved in day-to-day administrative matters, especially personnel dealings. Another general criticism is that there are no federally-sanctioned guidelines which can help OICs distinguish between the policy-making role of the Board and the day-to-day decision making responsibility of the staff.

Also, it appears that frequent changes in Board membership have caused a serious leadership problem in more than one OIC. Roanoke, Omaha and East Palo Alto are the prime examples. The author gets no sense that the Boards have contributed substantially to the program after the initial organizing phase was completed. A few OICs (Charleston, Omaha, Milwaukee) indicate that their Boards have not provided strong leadership. On the other hand, Dallas specifically notes that its Board has been excellent and most helpful to the staff.

Interestingly, few OICs discussed the role of students, even when they were on their Boards. Only one OIC (Oklahoma City) appeared to have a strong student council, which served, however, mainly in an advisory capacity.

b. Staff

Staffing patterns are somewhat varied among the OICs. They appear to have taken shape primarily around the caliber of the staff person involved, rather than the program function to be implemented. Most commonly, there is an executive director and deputy director or director of operations. Under them is usually a feeder supervisor and a supervisor of technical training. The supervisor of counseling also typically reports to the operations or deputy director.

There is no uniform pattern for the supervisor of recruiting. Sometimes he reports to the head counselor (Erie) or "registrar" (Washington, D.C.) or feeder director (Seattle). Often though, he, too, reports to the deputy or director of operations (Cincinnati). The supervisor of job development and placement also typically is on a line with the other supervisors. The curriculum specialist (when there is one) is under a wide variety of supervisors. The business or fiscal staff most commonly reports directly to the executive director.

From the TOAs studied it is difficult to judge if the same or different people are involved in both the night and day operations. While instructors and counselors usually work either day or night shifts, supposedly the division heads work both. Most OICs have a night supervisor who has nominal charge of evening operations and comes on duty around 5 p.m. as in Erie and Cincinnati. In Little Rock, one of the feeder teachers also acts as the night supervisor. Apparently, OIC night operators are more of an administrative "holding action", with almost all staff conferences, management activities and program decisions made during the day.

Initial staff selections were made by the Board of Directors, after local advertisement, word-of-mouth and state employment service contacts. The manner of subsequent staff appointments vary widely. In Erie and Jacksonville, all staff members are appointed solely by the executive director. But the Little Rock Board selects almost its entire staff. In Charleston, the Board chooses staff members whose annual salaries exceed $8,000, and the executive director picks the others.

In Dallas, all vocational instructors must be approved by the Texas Education Agency and the Board approves all other teachers. Cincinnati uses an industrial psychologist from the University of Cincinnati to pre-screen staff candidates. The psychologist does not veto or choose the candidates but his report naturally carries weight with the OIC Board or staff selection committee.

Staff orientation or in-service training usually lasts for two to three weeks. It often is accomplished by a brief trip to the Philadelphia OIC. The reports do not mention special management training for top administrative staff.

Staff salaries usually are reported as below local competitive rates, and a few OICs indicate that this has been a severe problem for them. Charleston reported that staff members paid with HEW funds had different holiday pay rates from those paid with OEO or Labor money.

A number of OICs used non-professional aides. Dallas noted that it employed over 25 sub-professionals. Aides were utilized in a variety of positions and are discussed, infra, in each appropriate chapter.

Few OICs disclosed serious problems with staff splits or administrative feuds. But, obviously, there have been some severe staff headaches. East Palo Alto is a classic example. Milwaukee noted that a staff revamping had resulted in a complete program reorganization during the 1968 spring and summer months. Cincinnati, evidently, had a staff problem during its planning phase which prevented it from using that period to the fullest advantage.

3. Facilities

Most OICs express satisfaction with their facilities. ("Second to none" -- Roanoke). From the author's observations of Erie, Little Rock and Cincinnati, the facilities are adequate but certainly not ample. Square footage samples ranged from 14,000 in Dallas to 23,000 (Erie) and 32,000 (Roanoke).

Where possible, OICs (Erie, Roanoke and Dallas) strongly recommend that all program functions be housed in one building. However, most OICs appear to use two or more buildings, typically, one for feeder and administration, and another for the skill training courses. In Little Rock, Cincinnati and Charleston, the distance between the feeder and skill training locations poses a severe transportation problem for students and OIC staff members who must commute between the two.

A few OICs operate feeder branch offices in other sections of the city or county. Roanoke and Little Rock express satisfaction with this arrangement. Seattle, however, closed down a second branch, presumably because the increased costs were not offset by higher attendance. Unfortunately, the OIC reports did not go into further detail on branch operations.

B. COMMENTS

It seems that the relatively rough, painful, do-it-yourself organizational phase of many OICs imparted a certain spirit of camaraderie to the program. Erie staffers talk with affection of the "old days". In a sense, this "forced togetherness" provided the same kind of cement that an arduous civil rights struggle gave to the Philadelphia prototype prior to government funding. There is much to recommend this kind of process for programs depending to a large extent on the spirit, resourcefulness and energy of their staffs. It also tends to give the "community base" of such projects a quality of reality, which is lacking when federal programs are superimposed on neighborhoods or crash efforts directed from Washington.

Another noticeable aspect of the OIC organizational phase was the beneficial presence of an "outsider" such as Reverend Sullivan. Coming from beyond the confines of the local community, he added a touch of the exotic and romantic to hum-drum poverty in Omaha or Oklahoma City. "If it worked in Philadelphia, maybe it will work here." Sullivan also was impressive to local businessmen and town fathers. He could speak "their" language, and he was not another federal official touting still another new Administration program.

The Sullivan presence, however, is not noticeable, today, in the OICs visited. His picture may hang in the reception room, but it is to the local executive director, not Leon Sullivan, where staff and students must look for daily inspiration and guidance.

The reports did not discuss the value of the planning grants to the second wave cities. Jacksonville seemed to use the period to good advantage. Camden, Omaha, Milwaukee, Charleston and Dallas do not mention the period, as such. Some of the second wave cities did say they were conducting "mini-feeders" during the planning phase. This is a mistake. The grant was for organizational and start-up purposes -- not for daily operations.

The author believes that OIC Boards of Directors are often weak. Factions on the Board, internal power struggles, frequent changes in leadership, have hurt more OICs (such as East Palo Alto) than perhaps the reports make clear. One suspects a lack of OIC candor on this point. It would be healthy to take a second look at OIC Boards, their leadership role, diversity of representation, and possibilities for in-service training.

It also would appear that a strong executive director is the best guarantee against a program losing ground because of Board problems. The church domination of many Boards, while important in the organizational phase, is less critical as the program moves along. In fact, continued dependence on church figures may well tend to make the program less relevant to younger persons.

Staffing patterns do not appear to be too disorganized. Because of the relatively small size of the programs, it is probably better to allow them to remain flexible, and fluctuate according to personality strengths and weaknesses, rather than to insist on a more rigid common pattern. Staffing patterns do not seem to have had a great deal to do with the success or failure of individual programs. Far more important are the strengths and leadership qualities of the executive director and his top staff.

Staff spirit and rapport with students seems excellent and is one of the high points of the OIC program. Staff members appear to be extremely dedicated; accustomed to long hours of work; sensitive to the needs of the trainees; and often participate voluntarily in community and neighborhood activities.

Most, if not all executive directors and a majority of the key staff is black. Nothing may be more significant to the motivation of the black trainee than to know that from the lowest aide to the top man, the OIC differs from the rest of the local institutions, in its proud wearing of a black mantle.

C. RECOMMENDATIONS

1. Salary levels should be raised to competitive levels for the same jobs in the local community. This is a common OIC recommendation. (The author believes that federal guidelines are broad enough to accomplish this. The problem really is one of paying more than (not the same as) the competition to attract the best staff possible. Few OICs suggested raising their own funds to supplement salaries.)

2. Clear guides ought to be addressed to OICs outlining the proper functions of Board vis-a-vis staff -- especially in every day administrative and personnel matters. This is essentially an educational matter and in-service training for Board members and revitalized Boards may be part of the

solution. Jacksonville noted that its written guidelines and personnel manual seemed to work well, and perhaps it ought to be distributed to the other OICs.

3. Wherever possible, facilities should be housed in the same building or at least in the same area, so that inter-program transportation will not be required. This recommendation has important ramifications on the ability of OICs to combine feeder and skill training courses as mentioned in Chapter VII.

4. Facilities should be independent of any religious or denominational characterization. Some OICs noted that, in the organizational phase, the program early became identified with certain black churches and this created difficulties for those people who were not associated with the same churches.

5. In-service management training should be given to top staff, if possible, by the OIC Institute. The need for administrative and management training is especially recommended for executive directors, deputies and division heads.

6. OICs also believe that the government should have provided much more technical assistance to them during their organizational phase. Few local persons had knowledge of the differing roles and functions of the federal agencies. Few could understand the intricacies of application procedures, funding and reporting requirements, and federal guidelines for determining local share, value of in-kind contributions and other technical details.

7. The author believes that some one person (or office) within each OIC ought to be placed in charge of planning, research, development, and evaluation. This person should not be burdened with heavy day-to-day operating responsibilities as well. He should be familiar with other OICs and the better regional manpower, educational and skill training programs. He ought to receive training in curricula design and materials development, and have some knowledge of planning and evaluation techniques. He should be able to deal intelligently with federal officials, the OIC Institute, and local school, vocational and industrial education people. He also should be conversant with what other local, state and federal funds might be available for enriching and expanding the OIC experience.

8. The author also feels that greater student-trainee participation should be sought at Board and staff administrative levels. Service on decision-making Boards or committees (Jacksonville, Omaha) should be in addition to

the establishment of student advisory panels, as in Oklahoma City. Only by maximizing the chance for student feedback can the OICs be sure of validating some of their program judgments.

9. The author recommends that an organizational phase, which is stringently financed (and monitored), should precede the rapid, full-scale funding of local, community-based programs. "Togetherness -- through adversity" ought to be encouraged. A community base needs time to develop. The six-month planning grant is a sound approach, provided the time is used for organizational rather than operational purposes.

V RECRUITMENT AND OUTREACH

A. SYNTHESIS

OICs agreed that their recruitment and outreach functions were an integral part of their overall program. A number stated that traditional agencies were not able to reach the target population in as effective a manner as they could. Few, however, reported that their programs had waiting lists. In fact, some had obvious recruitment problems.

1. Recruiters

The number of recruiters for each program varied considerably. Most OICs seemed to have at least two or three full-time recruiters. Some used part-time recruiters but success with them was not uniform. (Good in Erie; poor in Seattle.)

OICs uniformly reported that persons indigenous to the community made the best recruiters. An indigenous worker relates much better to the person sought to be recruited; can talk the kind of "street language" which will be understood; and can better convey the OIC message to the target population. Generally, this means that blacks, rather than whites, can better recruit other blacks. But the opposite sometimes is also true. In Little Rock, for instance, door to door recruiting of whites was done by a team of one white and one black OIC recruiter. Charleston reported great difficulty in using blacks to recruit poor whites located in rural hollows and back areas. For the most part, however, it was essential to send black recruiters into the ghettos.

A third of the OICs (Oklahoma City, Jacksonville, Erie, Dallas, Washington, D.C.) reported using non-professionals in the recruitment division. Oklahoma City had three non-professionals and only one professional recruiter. However, at least one OIC (Seattle) found that placing sole reliance on target group recruiters can backfire unless they also possess certain technical skills in addition to their ability to "relate." Seattle noted that many times recruiting forms and daily reports were not being properly filled out by some of the target group recruiters.

Also, some OICs reported that if the recruiter, in addition to having the ability to "rap to the brother," also had a college degree or was attending college, that he was doubly valuable. He could "relate;" and people also could look up to him. Some of Erie's best recruiters were young men working part-time while attending the local college.

Recruiters are given two to three weeks of in-service training. This training seems to consist of sending out new recruiters with old hands to get on-the-job experience. While few reports specifically deal with recruiters rising within the OIC ranks to better paying or more responsible jobs, one OIC (Erie) did note that its recruiters could become counselors or administrators. As the Erie head recruiter said, "I always ask the new recruiter: 'Whose job are you going to shoot for now?'"

2. Methods of Recruitment

All OICs emphasize the necessity of one-to-one, personal recruitment of the hard-core in the heart of the city's target areas. Most use some kind of local sub-station--barbershop, beauty parlor, neighborhood center, or pool hall--as a permanent or semi-permanent location where the recruiter can be found or at least where his whereabouts can be ascertained. Also, the proprietors of these sub-stations, become "voluntary" recruiters, willing to place placards in their windows and refer potential trainees to OIC.

At frequent intervals, OICs will assign specific blocks or streets of a ghetto area to individual recruiters for intensive door-to-door recruitment or street corner solicitation. Other devices used were mobile recruiting buses; setting up information booths at busy street intersections, and "blitzing" a whole neighborhood with pamphlets, sound trucks and OIC materials.

Erie found that it made good sense to make specific appointments to see potential trainees at their homes--preferably in the early evening hours when both husband and wife were present. This lent a certain air of dignity to the subject matter, and enabled the recruiter to discuss problems such as day-care facilities and financial problems, as well as the nature of OIC's training program, in front of both the man and the woman.

Often, imaginative solutions are needed to meet particular problems. For example, in Erie one important gang leader was afraid of taking OIC remedial education because he did not want others in his class (which contained some of his same gang members) to know that he could not read or write. To solve this problem, the recruiter got the OIC feeder staff to agree to tutor the leader privately, until he could take his place in class without embarrassment.

Motivation rather than information seemed to be the basic need of the hard-core recruit. Indeed, a few OICs reported that person-to-person recruiting was one of their most time-consuming endeavors. Seattle estimated that an average of 15 man hours of personal attention was needed to register one truly disadvantaged applicant.

Only one OIC (Cincinnati) mentioned that its recruiters was given numerical quotas to fill. They did not comment on how well the quotas were being filled or if the quota figures were ever revised from week to week.

Means of recruitment, in addition to the person-to-person method, included printing and widespread dissemination of OIC pamphlets, brochures, and literature. Publications stress the OIC philosophy of self-help; that there are no minimum entrance requirements; that sex, age, or race is not a factor ; that the training is free; and that there is a job at the other end of the program. From the pictures in the literature, it is clear that the program is community-based and run by blacks.

Another common method of recruitment is publicity, press coverage, radio and TV spots, and longer TV film-clips of OIC operations. Almost all OICs reported heavy use of "soul" stations, much of it free time donated as a public service. A number of OICs such as Jacksonville, Cincinnati and Erie had developed a longer, 30-minute "OIC Profile" which was shown on TV at periodic intervals.

Some of the more ingenious devices employed were: Dallas's use of "Big Bo" Thomas, a local nightclub owner, to make nightly pitches for OIC on his club stage; Charleston's idea about contacting local businesses to learn which applicants recently had been turned down for jobs; Washington, D.C.'s use of PRIDE enrollees to recruit among

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ghetto teenagers; and Omaha's cooperative program with the Municipal Court, working with first offenders and others in lieu of their receiving jail terms. A number of OICs combed high school drop-out lists, and many OICs received a substantial number of new recruits through referrals from other local agencies.

OICs also have used a wide variety of publicity gimmicks to familiarize the members of the community-at-large with the OIC program. Such things as family night activities, free children's parties for neighborhood youngsters, and sponsorship of boxing matches or other athletic contests, serve to get neighborhood people into the OIC buildings to see for themselves what OIC is all about.

Of all the recruitment devices employed, word of mouth by OIC trainees and graduates still seemed to be one of the most effective. Camden reported that 64% of its recruits came to the program through word of mouth. On the other hand, Jacksonville noted that TV coverage was its most effective recruitment method. Cincinnati and Washington, D.C. said that radio spots were their most successful device; and Dallas reported that 30% of its trainees came in through media publicity. Unfortunately, few of the OICs were able to tell very precisely which methods worked best on which target groups.

B. COMMENTS

Only one or two OICs discussed whether they were overcrowded, or begging for trainees. There is no way a reader can judge how successful OIC recruitment methods have been, from a review of the final reports. The author's observation was that few of the OIC classes he visited were operating at full strength. This conclusion is heightened because few OICs (with the possible exception of Dallas, Washington, D.C. and Seattle) are turning out large numbers of graduates or disclosed that they had waiting lists. But the author does not purport to value the effectiveness of OIC recruiting on the basis of these two facts.

What is important, is that race, sex, age, income and other characteristics of OIC trainees can be (and to some degree, is being) controlled to a large extent by means of the various recruitment and outreach methods utilized. (Chapter XI analyzes these characteristics.) Young, black recruiters in the ghetto are not likely to recruit white, middle-aged women. Little Rock's advertisements in the local Negro press will not attract attention among poor whites. (On the other hand, any kind of recruiter seems to have a difficult time recruiting black, male drop-outs.)

While OIC recruitment statistics (when they exist) are not particularly helpful in determining which recruitment methods are more successful than others in reaching certain groups, it seems reasonable to assume that the less personal the contact, the less likely the hard-core will be reached. In Erie, where no direct effort is being made to recruit whites, they, nevertheless, make up over one-half of the enrollment. According to Erie's staff, this is because they are more easily motivated by TV and radio spots. Whenever there has been detailed TV or newspaper coverage of the Erie OIC, there seems to be an upsurge in white enrollment.

It appears that in reaching the most disadvantaged, the most critical element in his recruitment is, as Seattle suggests, the ability to motivate him. This means much more than simply getting information out about the specific availability of programs. It means that to successfully reach the hard-core will be an extremely difficult task, probably involving more than stipends. For money is only one element of the motivational job which must be done.

Programs will have to consider redesigning their courses especially for those most difficult to reach; using recruiters who are able to spend substantial time on particular cases and who have the ability not only to relate but to motivate others; and employing devices such as athletics, dances or art workshops, aimed specifically at target groups like youth drop-outs and male family heads. To date most recruiting does not seem to have been done on this kind of focused basis. Rather, OIC publications and publicity seem to be directed more to the general population.

Another significant task of the recruiter, over and above his job of attracting potential trainees, is to project the OIC image into the total community. Active recruiters who can be seen going door-to-door within ghetto neighborhoods or setting up sub-stations on busy street

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corners, give the OIC a visibility within the target areas that few other programs have. It can be an important asset for a program which seeks to build upon a community base.

C. RECOMMENDATIONS

1. Judgment should be used in selecting and training recruiters since they will project the OIC image within the community, and be responsible for securing a significant percentage of the most hard-to-reach trainees. While indigenous neighborhood residents may be used successfully as recruiters, they also should be able to do the paper work required by their jobs.

2. Employment hours of recruiters should be arranged so that they are working at times when potential trainees are most likely to be contacted, rather than on the usual 9 to 5 basis.

3. Recruiters need to have detailed knowledge about OIC operations, their skill training curricula, and job placement aspects, so they can speak to new recruits about sound vocational choices and realistic employment prospects.

4. The author believes that the OICs should evaluate their various means of recruitment in order to better know which methods work most effectively with which particular groups. If this were done, OICs would be able to better achieve the kind of racial, income, age, and sex mix which they feel would be most beneficial to their programs.

5. In addition to athletic contests and family nights, OICs should consider other ways of increasing the traffic of local residents who physically pass through the OIC facilities. OICs might volunteer to be centers for the distribution of free tickets to sporting events, food stamps or coupons, unemployment compensation benefits, and welfare checks (if the association is not too opprobrious).

6. The author believes that OIC difficulties in attracting young, black,drop-outs and Negro, male, family heads serves notice upon other manpower programs that they must take special, imaginative, and time-consuming steps to reach these groups; that it will take more to attract the "hard-core" than having a black-run, community-based program; that at the least, some form of monetary incentive probably will be required; and that it will be an expensive and formidable undertaking.

VI INTAKE AND ORIENTATION

There is a critical period between the time a trainee is recruited and when he is actually enrolled in feeder classes. This is the point when he first sees the OIC in operation, learns about its concepts and philosophy, and begins regular attendance in introductory classes. It is usually called the intake point or, more broadly, the orientation period. Because it is a significant moment for the trainee, and because it has certain distinguishing characteristics, it has been made the subject of this chapter, even though most of the OIC reports did not assign a separate section to these functions.

A. SYNTHESIS

The intake and orientation period can be broken down into four major functional categories: counseling, introduction to OIC philosophy and operations (orientation), assessment testing, and referral. These will be considered in order.

1. Counseling

The first contact that a potential trainee has with someone other than a recruiter is the intake interview, usually with an OIC counselor. It is an important moment because the recruit is at the peak of his own motivational process, having voluntarily summoned up enough energy and courage to walk through the OIC door. It is at this point that the counselor must successfully interest the trainee in the OIC program and convince him that OIC can help him become better trained and secure a decent job. The intake counselor takes down a minimum amount of information, makes referrals for those obviously unable to take advantage of the OIC program, and seeks to maintain the interest of the trainee long enough for him to enter the more formal orientation period.

Some OICs, such as Cincinnati, have intake counselors who do nothing but intake work. Jacksonville assigns one particular counselor to intake interviewing. But the majority of OICs do not appear to have separate intake counselors. They simply refer the trainee to whichever regular counselor happens to be free at that moment.

The intake interviewer must discuss with the trainee the various vocational choices which are available to him. This can be a significant decision, because a number of events follow upon the trainee's choice of vocation. For one thing, certain vocational classes may be closed because of oversubscription. Also, some of the testing done during the orientation period is organized according to the vocational choice of the trainee. Most OICs, however, give the trainee more time to decide upon his eventual vocational specialty. Indeed, one of the reasons for an orientation period is to find out more about available skill training areas so that the trainee can make a more informed choice about his ultimate vocation.

Another responsibility of the intake counselor is to explain to the trainee what will happen during the orientation period; to set his mind at ease about any testing which may be done; and to try to help the trainee realistically assess his goals and the efforts needed to successfully reach these goals.

During the intake interview and subsequent sessions in the orientation phase, the counselor also may be chiefly responsible for imparting to the trainee an understanding and appreciation of the OIC philosophy and precepts. Some OICs appear to neglect the importance of intake counseling and, especially, of intensified counseling during the orientation phase. These OICs rarely mention counseling until after the trainee is enrolled in feeder classes. Other OICs, such as Omaha and Washington, D.C., realize that if the trainee is properly motivated and inspired during the orientation period, there is a far greater chance that he will be able to make the difficult transition into the on-going program during the succeeding weeks.

2. Orientation

Once the trainee has met with his intake counselor and filled out the initial forms, he generally proceeds as soon as possible into the full orientation period. Some OICs, such as Milwaukee have a brief time lag between trainee intake and orientation classes. The lag is caused by a cycled orientation period which lasts up to a week. The trainee who has his intake interview after the beginning of the orientation week must wait from one day to a week until he can enter the next cycle.

Other OICs, such as Dallas, have orientation sessions lasting only 2 1/2 to 3 days so there is rarely more than a few days wait until the full cycle is repeated again. A few OICs, evidently, will place trainees in orientation classes at any point, whenever they complete their intake interview. The trainee remains in class until he finishes one full orientation cycle.

The orientation period for most OICs is a set period of definite duration. It can vary from about two days in Dallas and Erie, to a full week in Washington, D.C., Cincinnati and Jacksonville, to two weeks in Omaha. Some OICs do not have a distinct orientation period at all. For example, in Roanoke and Harrisburg, the first week of feeder classes is also devoted to general trainee orientation.

The latter OICs do not have an extended orientation because they believe such a period cools the ardour of trainees who are anxious to start classes and begin immediate training. Others, such as Washington, D.C., feel that a brief, intensive orientation period is vital in order to adequately explain the OIC philosophy, perform necessary testing and counseling functions, and weed out those who lack sufficient interest.

In addition to providing an introduction to OIC philosophy and an opportunity for intensive counseling (in some OICs), the orientation period also familiarizes the trainee with the OIC buildings and facilities; gives him an introduction to top OIC staff members; and allows for informal question and answer sessions with teachers, counselors and, perhaps, OIC graduates. Frequently, trainees will visit local businesses and industries to see actual office and plant working conditions; and a few OICs encourage their orientation trainees to spend at least one-half day in the OIC skills area, sampling the courses and getting acquainted with the tools and equipment.

Most OICs technically enroll a trainee at the intake point or when he begins his orientation classes. Washington, D.C. and Erie do not enroll a trainee until he completes his orientation period and begins his feeder classes. Washington, D.C. notes that feeder drop-out rates can be drastically reduced by this device. For example, it reports that out of 2020 students entering the one-week intensive orientation period, 1295 or 65% finished, and "enrolled" in the feeder. Of these 1295, fully 1222 or 95% completed the feeder.

Since most of the feeder classes are not cycled, there is no time lag between the end of orientation classes and the commencement of feeder instruction. No OIC reported problems in this area.

3. Testing and Assessment

There is a slight division among OICs over whether or not a trainee should be tested during the orientation period in order to better assess his placement in feeder or vocational classes. Those OICs that do not test (Camden, Harrisburg) believe that testing frightens the trainee, and makes him think that the OIC program is like scores of other programs where they have used tests to screen out applicants. These OICs also say that a trainee's capabilities and comprehension rates can be assessed in the first few days of feeder classes, and the trainee later placed in the correct English and mathematics classes based on the determinations of his feeder teachers.

Most of the OICs, however, believe that some testing during orientation definitely is necessary. These OICs feel that good counseling can properly prepare the trainee for the tests and explain why they are being given.

Most OICs who do test, only test for feeder skills, rather than vocational aptitude during the orientation period. For example, Erie initially gives a remedial education test which determines reading and verbal comprehension levels up to the fifth grade. If the trainee passes the remedial education test, he then is given further tests in both communication and computational skills in order to determine exactly what additional feeder courses he will require.

A wide variety of tests are given by the OICs, with no two using the same battery. For example, in Seattle, the ABLE test was used in math, and SRA "Reading for Understanding" to determine reading level. Jacksonville used the California Test of Adult Basic Education and OTIS Mental Abilities. Dallas chose the C.T.B., Lorge-Thorndike

Intelligence Test, Revised Stanford-Binet Scales, Iowa Test of Basic Skills, New Purdue Placement Test in English, and the Clapp-Young Arithmetic Test. Little Rock administered the SRA Verbal and Non-Verbal, and Math Skills, and Mott Reading Test.

Most of the OICs were dissatisfied with the accuracy of the commercial tests for the population served. A few of the OICs (Omaha, Erie) used teacher-made tests. It was unclear if the OICs felt it was necessary to develop their own tests because of the unreliability of commercial tests or because the OICs were testing for entry levels into their own specially designed courses. In most cases, the details pertaining to testing were not fully discussed in the year-end reports.

4. Referral

In many OICs, the intake and orientation period is the time when much of the terminal and short-term referral is done from OICs to other local agencies. Unless a trainee has a serious mental or physical defect or suffers from a severe problem such as alcoholism or dope addiction, OIC philosophy is to screen him in, rather than to screen him out.

The reports do not detail what percentage of the intake population is in need of professional services which the OIC cannot provide. In talking with OIC staff in the centers visited, they estimate that only 5 to 10% of OIC initial recruits have such a serious physical, mental or emotional problem that more professional assistance is necessary, and the trainee must be terminally referred to some other agency. By and large, no tests are given to determine whether a person should be terminally referred. The decision is made largely on the basis of the subjective analysis of the trainee by the intake counselor or orientation staff.

It is also at the intake point where other initial needs of the trainee are assessed. An appointment for a health examination is made with OIC health staff (where they exist) or with county health authorities. Immediate needs such as glasses and hearing aids are assessed. Often, it is during the intake and orientation period when the trainee first learns that he may be eligible for a loan or grant from the OIC's Brotherhood Fund or that a part-time or stop-gap job may be available to meet his most pressing financial needs.

B. COMMENTS

The precise use of tests and what is hoped to be achieved through testing is a subject which even the better OIC reports do not discuss in detail. The author doubts that, beyond ascertaining whether a trainee is literate or illiterate, the tests perform a valuable service. This is mostly because the tests do not appear to be meshed closely into the feeder classes. Generally, feeder classes are broad in scope and the teachers adapt the material to the individual student. Also, students usually take a battery of tests within the feeder.

On the other hand, Erie seems to make good use of their tests. They have worked extremely hard to develop a series of their own tests and have broken down all feeder classes by vocational areas. (In Erie, feeder and skill training courses are combined.) Thus, the feeder has a highly individualized and specialized curriculum, with the trainee receiving only that feeder instruction which he absolutely needs for vocational purposes. The trainee must be tested in depth because his feeder instruction will be limited to what the tests show he actually needs.

OICs vary widely among themselves in their choice of particular tests, and each could profit from a knowledge of what the others have found most useful. In fact, a few of the OICs are using the same tests on their trainees which have been condemned by other OICs when used by private employers to screen out OIC graduates.

In addition, the whole area of testing and assessment appears to be one in which the OICs need more training. Only a few of them like Oklahoma City use separate staff for testing or have special testing committees. Generally, the testing responsibility falls to the counseling department.

There is merit to the suggestion that the orientation period be kept as brief as possible (as in Dalls), in order to move trainees into actual feeder and training classes at the earliest moment. Certainly, every effort ought to be made to eliminate any gap between intake or enrollment, and orientation classes.

Yet, the author would agree with Cincinnati and Washington, D.C. that a short, one-week, highly structured orientation period is the best approach to the feeder drop-out problem. A full week allows time to do intensive counseling which appears to be a critical need during this early period. Also, a week gives the trainee time to settle into a classroom routine, arrange his personal and family schedules, learn more about possible vocational choices, and assess his own sincerity in undergoing OIC training.

It is unfortunate that better records have not been kept on inter-agency terminal and short-term referrals. There is no accurate way of knowing, for example, if a substantial portion of the OIC trainee population is in need of professional health, psychiatric, or mental or physical rehabilitative services. All we have is a rough 5-15% guess. Detailed referrals would tell us much about the characteristics of the population OICs are reaching, and whether or not OICs have been adequately equipped to deal with the problems of a significant percentage of this population.

C. RECOMMENDATIONS

1. The author agrees with those OICs which use tests to determine more accurately in which feeder classes a trainee should be placed. Both Seattle and Cincinnati now use tests during the orientation period, after first rejecting the idea. Intelligent counseling should go far toward removing the trainee's initial psychological barriers to such tests. However, tests should not be employed where they do not have a direct relevance to feeder and skill training class placements. Testing for the sake of testing, or for "research" is not recommended.

2. The government and/or the OIC Institute (or some outside consultant) ought to collate and evaluate the tests being used by OICs, including teacher-made tests, and the experience gained by the OICs in testing the disadvantaged.

3. Additional in-service training of OIC staff in testing and testing techniques is needed. OICs also should know what tests other OICs are using and have found valuable.

In this regard, OICs ought to appoint one person in charge of their testing, with responsibility for keeping abreast of developments in the field.

4. Orientation sessions should be conducted in an informal atmosphere, with a discussion format, leaving time for the new trainees to ask as many questions as they wish. Cincinnati, for example, has arranged its special orientation room so that it does not resemble a classroom with a desk and rows of chairs. Rather, there are comfortable couches and lounge chairs around the room, curtains on the windows, and attractive posters and epigrams on the walls.

5. In addition to the standard orientation films, inspirational staff lectures, and a physical tour of the OIC premises, it also is recommended that new recruits talk to former OIC trainees who are now employed, as well as to industrialists and businessmen who have hired OIC trainees. This tends to emphasize that OIC training does result in jobs. Moreover, trainees should receive maximum exposure to actual job situations during this period. Plants and business offices should be visited. Trainees should be given at least a half day's experience with a sampling of those OIC vocational area(s) in which he has expressed an interest. More than one OIC has noted that more vocational guidance and exposure to actual job conditions would have enabled trainees to have chosen their OIC skill training area on a more informative basis.

6. The intake and orientation period is a time for intensive counseling as Washington, D.C. and Omaha strongly recommend. New trainees should receive more than a simple intake interview. This is the period when trainee interest and motivation are highest. Accordingly, the OIC ought to take maximum advantage of this enthusiasm by making sure that whatever can be done for the trainee is done promptly and sympathetically. Problems should be quickly resolved. An initial Brotherhood grant or loan may make the difference between a trainee dropping out or staying in.

7. The author believes that the intake and orientation period is a sensitive point in the OIC program which has not received the attention it deserves. Many OIC reports do not delineate who within the OIC carries the primary responsibility for supervising important functions. Duties

of counselors, feeder personnel and others are unclear. It is during the first few weeks of the orientation and feeder that OICs have their highest drop-out rate. Intensive counseling, imaginative use of alumni and field trips, and a creatively informal but well-organized orientation period might go far to reducing the incidence of early drop-outs and generating the requisite trainee momentum for a successful feeder.

VII FEEDER

The OIC feeder is a pre-vocational adult basic and remedial education program. Generally, it is broken down into six distinguishable course components: (1) adult literacy instruction, (2) communication skills, (3) computational skills, (4) attitudinal courses, (5) special courses, such as preparation for GED, and (6) feeder continuation or related education conducted in the skill training sections.

The educational goal of the feeder is to provide each trainee with enough basic education to enable him to function effectively in the OIC vocational training courses and on the job he will eventually hold. A related goal of equal importance is to give the trainee sufficient attitudinal and motivational tools to enable him to complete his training and adequately prepare himself for the world of work: a feeling of pride in his heritage, self-confidence in his speech and appearance and a sense of dignity in his accomplishments.

A. SYNTHESIS

In almost all OICs, the feeder is a separate and distinct part of the program, and a trainee normally must finish the feeder prerequisities before he enters the OIC skill training phase. In Erie, and to a lesser degree in Cincinnati, the feeder and the skill training is combined into one unit of learning, and all trainees receive feeder instruction and vocational training concurrently. In most OICs, the trainee progresses through the feeder at his own rate of learning. Average length of stay in the feeder varies between two weeks and three months.

OIC's descriptive terms for its educational courses are functional and inoffensive. Literacy training is called "basic or remedial education;" reading and writing is referred to as "communication skills;" and mathematics is called "computation skills". Dallas refers to its classrooms as "learning areas."

1. Courses

a. Adult Literacy Instruction

All OICs appear to have developed a separate adult literacy or remedial education course for those trainees who are functionally illiterate. Few OICs had such a course when they commenced operations; but evidently it became obvious that the courses in communication and computation skills were aimed too high for the illiterate trainee. While most OICs do not state what proportion of their trainees can be classified as functionally illiterate, a few guess that it is about 5 to 15%.

No average time of completion is indicated for the basic literacy course. It depends on how quickly the student responds to instruction. Because of the relatively small numbers of students in class at any one time, the literacy instruction is conducted on an individualized basis. When a trainee reaches approximately a fifth grade reading level, he is transferred into the regular feeder course in communication skills.

b. Communication Skills

This is basic instruction in verbal comprehension, reading, writing and oral communication. Many OICs further divide communication skills into separate classes which correspond in degree of difficulty to grammar school grade levels. Seattle, for example, has four levels of communication skills corresponding to grades 1 to 3; grades 4 to 5; grades 6, 7 and 8; and grades 9 and above, including GED. Cincinnati has three levels: (1) grade 4 and below; (2) grades 5 to 8; (3) grade 9 and above.

Other OICs, such as Washington, D.C. and Camden, break down their communication skills (andcomputation skills) courses by the general vocational areas the trainee will enter upon completion of feeder instruction. Little Rock, for example, has three communication skills divisions: one for beginning secretarial trainees; one for more advanced secretarial students; and a third for all other trainees. In Omaha, courses in business English and shop math have been added to supplement regular communication and computation skills courses.

In Erie, communications skills are broken down strictly, by vocational area, so that a prospective welder or machine shop trainee takes one communication skills course, while a future secretary or draftsman takes another. Most OICs recommend that the feeder classes be as vocationally oriented as possible to more readily sustain the trainee's interest, and to screen out as much superfluous material as possible.

c. Computation Skills

This is instruction in mathematics. Many OICs, similarly, break down computation skills into divisions corresponding to grade levels. In Cincinnati, there are three divisions: Division I includes mathematics from grades 1 to 4; II, from grades 5 to 8; and III, grade 9 and above. Seattle, however, divided computation skills into functional, rather than grade levels: Level I, whole numbers; Level II, whole numbers and review of fractions; Level III, decimals and percentages; and Level IV, slide rule, algebra, geometry, and trigonometry. Charleston, too, used roughly the same division. In Omaha, there is a basic math course, and another called "job related math" for more advanced preparation for vocational courses.

In Erie, the computational skills course, like communication skills, is broken down strictly by vocational areas. A welder takes a different course than a secretarial trainee. Because of its skilled use of orientation testing, Erie reports that it is able to determine precisely what additional math work is needed by trainees in each vocational category.

OICs carefully monitor the progress of a trainee to determine when he is ready to move from the feeder into the vocational areas. This decision most often is made jointly by the feeder teacher, counselor and trainee, himself. In Milwaukee, "disposition conferences" are held every two weeks throughout the trainee's attendance in the feeder. Most feeder classes also use regular testing to determine trainee progress.

d. Attitudinal Courses

OICs all teach three basic attitudinal courses. They are Minority History, Consumer Education, and Personal Development.

(1) Minority History (called "Image Development" in Cincinnati and "Cultural Enrichment" in Jacksonville) is regarded by the OICs as their most important attitudinal course. It is taught to both whites and blacks together, in the same classroom. It is heavily oriented toward Negro history, but often includes historical insights into other minority groups: Jews, Irish, Italians, American Indians, Mexican-Americans, Puerto Ricans and Orientals. It stresses the heritage and culture of minorities and the contribution they have made to America. The trainee is taught to have pride in his own heritage, and respect and tolerance for others.

(2) Consumer Education deals with how the low income consumer can better use his limited resources. It covers such subjects as how to buy wisely; how to shop for bargains; and how to spot unethical and unfair merchant practices. It also gives the students an introduction to money management, the meaning of credit ratings, and how to buy intelligently on credit terms. It discusses installment sales contracts, banking practices, interest rates and a broad spectrum of other consumer subjects.

(3) Personal Development (also called grooming and hygiene) is an introductory course to proper grooming and attire, as well as to basic health practices. Sometimes, it is taught separately to men and women. It can deal with personal hygiene, family planning, and job-related grooming and dress. It also stresses work orientation subjects such as punctuality, attendance, regular working hours, and minority group inter-action with jobs supervisors and co-workers.

e. Special Courses

Almost all OICs include one course with class instruction leading to taking the GED examination. Usually, these courses are cycled and open and close depending on the dates of the GED. Other times they are continuous, or are combined with individual learning labs so that any trainee can be working toward his GED at any time.

A number of OICs teach English as a second language. This is especially true for those OICs dealing with a large Mexican-American (East Palo Alto) or Puerto Rican (Camden) population.

Most OICs have a course in job-finding and job-testing techniques. Oklahoma City calls this course, "World of Work." It includes instruction in reading classified advertisements; the use of the state employment service; how to prepare resumés and fill out job applications; how to take an interview; and practice in taking tests that an employer would give to new job applicants. Trainees also conduct mock interviews and role-play the parts of employer and applicant.

Specific tests such as the Civil Service or Post Office examinations also are the subject of special courses, usually a few weeks before the exam is to be given.

There are a number of other special courses given by individual OICs. Jacksonville and Oklahoma City have a course in civic responsibilities. This covers current affairs, information about voter registration, rights and duties of citizenship and the structure of local, state and federal governments. Washington, D.C. offers a course called "Social Realities" dealing with neighborhood and community organization, citizen participation programs, and information on other state and federal programs available to neighborhood groups.

f. Related Education

A number of OICs report that they continue to give feeder instruction to trainees who are taking skill training courses. Sometimes this is referred to as "feeder reinforcement." However, because of the physical separation of the feeder and skill training locations in most OICs, it would seem to be difficult for many trainees to obtain feeder reinforcement while they are attending skill training courses.

In Cincinnati, there is a separate feeder reinforcement classroom located in the skills building. One teacher is designated as the related education instructor, and is responsible for continuation of feeder education for all skill training students. As a regular part of the skill training curricula, a few hours per week are set aside in each skills course for related education. The subject material is directly focused on the particular vocational area of the student.

g. Other Feeder Course Activity

OIC feeder courses are often used as basic education components of other local programs. For example, last summer the Cincinnati OIC conducted an extensive remedial tutoring program for inner-city youth in cooperation with other local agencies. Little Rock entered into a cooperative program with the Arkansas State Hospital to give remedial education to 50 hospital patients who were in a special rehabilitation program. Seattle arranged with Washington State prisons to give adult basic education to prisoners who were close to their release or parole dates.

Quite a number of OICs have given basic education to NYC and Mainstream enrollees, as well as to Title V and WIN participants. OIC feeder instruction is given to CEP trainees, as well. Thus, the OIC feeder can be used as a flexible device for providing comprehensive remedial education to a variety of other local programs.

2. Methods of Instruction

Generally, the three attitudinal feeder courses differ from the courses in adult literacy and communication and computational skills in three principal ways: (1) usually they are cycled; the subject matter remains constant, and they are taught every two to four weeks to everyone, so that a trainee can enter at any time and remain until he has completed the full cycle; (2) they are taught only one hour a week rather than one hour each day; and (3) they are required for everyone.

It is difficult to tell from most OIC reports whether or not the communication and computation skills courses are loosely cycled or are taught on a purely individual basis to each trainee. The reports do not go into this kind of detail.

As noted, in Erie, communication and computation skill courses are broken down by vocational choice into two major groups: trainees who are enrolled in drafting, general office practices and data processing take one set of courses; and those who are enrolled in welding, machine shop and commercial cooking take another. These courses are further divided within each skill area so that a welder, for example, does not take all the communication and computation skills classes for welders. Suppose, for example, that computation skills for welders is broken down into whole numbers, addition and subtraction and use of fractions. Since the prospective welder has been tested to see how many of these computation functions he can perform, it is possible to know that he needs further work, say, only on fractions. This means that the computation skills class for this particular welder will contain only instruction on fractions. Erie calls this the "multi-level learning" method, and it obviously is highly individualized.

In most OICs, however, it seems that such a sophisticated breakdown of feeder curricula has not been made. A number of OICs do report that their feeder classes are oriented along vocational lines, but do not go into detail about how this is done.

Methods of instruction are quite flexible. The traditional combination of lecture and discussion is used, but so are role playing, "socio-drama", peer group instruction, problem solving, and individual tutoring techniques. Oklahoma City and other OICs reported successful experimentation with team teaching.

Classes often are broken down into smaller groups of students with roughly the same rate of learning, and with the instructor conducting a number of smaller group exercises within the larger class. In Washington, D.C., the trainee and the teacher make up an education plan together. The trainee, then, can help evaluate his own progress.

A number of OICs have given special attention to the problem of providing more individualized instruction to trainees through the use of special learning laboratories. In Cincinnati, there is an elaborate "Education Development Laboratory" where special materials, audio-visual techniques, and programmed instructional aids can be utilized on an individual basis. The lowest student achievers are scheduled for the lab for two hours each day, five days a week. The lab supervisor is a Cincinnati city school teacher who is on loan to the OIC for the entire year. Dallas also has a learning lab for its trainees.

Roanoke has a "Learning Laboratory", which it reports, contains over 90 separate "programs" of self-instructional materials which can be used by both feeder and vocational students. In Little Rock, evidently, the learning laboratory has been limited to the attitudinal courses. There are special "labs" for more intensive student work in grooming and hygiene, family planning, consumer education and practice in completing job applications.

3. Materials and Guides

Most OICs report that each course has a written course outline made up by the feeder staff. They also claim that teachers make up a detailed lesson plan for each class. Erie reports that lesson plans are kept for each individual student, as well, so that if a teacher or student is absent on any given day, there is no trouble continuing instruction exactly where it was left the day before.

A number of OICs have developed their own materials for learning labs and regular feeder courses. Other OICs, such as Seattle, have made greater use of commercially available texts and programmed materials. Almost all OICs complain that the commercially available materials are rarely appropriate for disadvantaged adults; that they are oriented toward the white, suburban, middle-class youth; and that they do not deal with the adult world of work.

Most OICs also seem to use such aids as a 16 mm projector, overhead projector, and tape recorder. None complained about the quality of their feeder aids.

4. Staff

All OICs stress the necessity of close staff-student rapport. Teachers are supposed to be flexible. As one OIC teacher said of his student relationships, "It is not an 'I-you thing;' rather, it is a mutual learning experience." The teacher is considered a catalyst, a gadfly; not a dictator. He is never placed on a pedestal.

Teachers work hard to instill in each trainee a sense of individual worth and self-confidence. There is a mutuality of respect and a mutuality of interest. It is not patronizing in the least.

While most OICs do not comment on the use of non-professionals as teaching assistants in the feeder program, those that do employ them (Erie, Dallas) report favorably on their value. Cincinnati said that its budget request for non-professionals was turned down. No OIC which used non-professional aides reported on a plan for their career advancement.

There is no general requirement that feeder teachers be state certified. Yet, many of the teachers were certified. Seattle noted that ten of its thirteen feeder teachers held state certificates. Milwaukee said all teachers, except its personal development instructor, had B.A.'s. Oklahoma City reported that almost every teacher had a B.A., and many of them held M.A.'s as well.

Jacksonville was the only OIC to recommend that more emphasis be placed on a teacher's ability to relate to and communicate with the poor than on his educational achievement. Most of the other OICs seemed to feel that an even balance of both qualities was desirable.

5. Miscellaneous

OICs did not report on the participation of students in the administration of the feeder program. Oklahoma did note that it had an active student council. In Seattle and Little Rock, trainees do sit on feeder administration councils, but it was not clear whether they have an actual vote or serve in an advising capacity.

Apparently, there is no programmatic difference between day and night feeder operations other than since the night classes are shorter, it takes a night trainee somewhat longer to complete the same prescribed course.

There is on-going and group counseling during the feeder program. This will be dealt with in Chapter IX.

B. COMMENTS

The feeder program, offering as it does a flexible combination of basic adult education, attitudinal development, prevocational work-orientation, and intensive counseling, is probably OIC's single most important contribution to manpower programs. It is during the feeder that the dedicated OIC counseling and feeder staff exerts a profound influence on the trainee, and works to build his self-confidence by providing recurrent situations in which he can experience success. The feeder is more than an operation geared to remedy educational deficiencies. Here, also, is where the OIC motivational process reaches its height.

This aggressive, personal and motivational approach to treating the severe basic educational deficiencies of the disadvantaged would seem to have numerous advantages. The great danger (which is not highlighted in the reports), is that a dedicated and socially concerned teacher must still be a good teacher, with an excellent command of his subject matter, if he is to get the educational job done. Since this is not an evaluation study, the author cannot judge objectively how well OIC trainees are being educated. However, the OIC motivational approach to teaching often is lacking in other manpower programs and deserves to be closely examined by them.

Undoubtedly, good teachers, frustrated by the more rigid strictures of the public school system, can thrive in the flexible and highly personal OIC atmosphere. Instructors, who during the day teach in the public schools, look forward to their OIC night classes. Teachers who were interviewed by the author felt that they were doing something more creative and vital at OIC than they had done in the public shcools.

Few of the OIC reports clearly indicate the size of student-teacher ratios. For many feeder classes it is undoubtedly small--perhaps as low as 1:8 or 1:5, from the author's observations. Given this kind of low ratio and given great freedom in how to teach, OICs ought to be able to attract excellent teachers and make headway in reaching the more disadvantaged.

Two central problems of the OIC feeder are hardly discussed in the reports. First is the problem of how to best break down feeder instruction, both by vocational area and by educational subject matter within vocational area. Second is the problem of how to limit the effect of feeder cycling, so that waiting time between orientation and feeder and between feeder and skill training is cut to the minimum.

The second problem rarely is mentioned in the reports, although Charleston did note that 82 students were on a waiting list between feeder and skill training. One is drawn to the conclusion that the feeder and skill training classes are small enough for instructors to absorb the new trainees on an individualized basis. While individual attention is a great asset, the OICs do not discuss what they would do if feeder classes reached 30 or 40 students per teacher.

The first problem--of more accurately shaping feeder instruction to vocational needs--must be met by more sophisticated development of basic education curricula, orientation testing devices, and by the greater employment of teaching assistants and aides. Learning laboratories offer another vehicle for intensifying the work with individual trainees. But, again, one gets the feeling that feeder curricula development (with the possible exception of Erie) has not advanced to the degree where OICs know precisely what basic educational tools each vocation requires of its practitioners.

The most significant OIC feeder development is Erie's ability to combine both its feeder and skill training instruction and its use of multi-level, highly individualized teaching techniques. The Erie combination of feeder and skill training has the double advantage of eliminating any waiting between feeder and skill training courses, while at the same time making the less practical feeder instruction immediately relevant to the vocational concerns of the trainee. It should greatly increase the trainee's desire to master the feeder courses, because he can clearly see the direct application of feeder work in his skill training area.

A note should be made about the OIC attitudinal feeder courses. They are reported to be of genuine practical use and of definite help in the trainee's overall development. This may be especially true of minority history. In this rather sensitive area where public schools and colleges fear to tread, the OICs have moved ahead in an imaginative way, with seemingly few repercussions.

C. RECOMMENDATIONS

1. Feeder courses should be as vocationally oriented as possible to maintain high trainee interest; reduce feeder drop-out rates; and avoid requiring the trainee to sit through material which is of little immediate use to him in his vocational field.

2. Almost every OIC believes that more needs to be done for feeder teachers in the areas of in-service training, testing, and new teaching techniques. OIC feeder instructors ought to be in contact with other teachers in the local schools, colleges and anti-poverty education programs.

3. More should be done in the feeder to motivate males--special classes, outside activities, carefully selected counselors, and more relevant course materials are some suggestions. Granted, there is a severe problem in attracting males in the first instance. But once the man is in the program, special attention must be given to maintaining his interest.

Only a few OICs seemed to regard the male as needing any different stimuli from his female counterpart. Oklahoma City does offer special orientation and counseling for males. Harrisburg had a separate feeder for males, but had to give it up becuase of increased costs.

4. All OICs ought to employ a full-time curriculum specialist. Few of them now do.

5. Curricula and materials development has proceeded in isolation. Few OICs know what other OICs have developed, what is available commercially, or what other programs are doing in the fields of literacy training, adult education, and attitudinal learning. The OIC Institute and/or the federal agencies should take the lead in collecting and making available to all OICs the newest and best materials in these areas. They should also arrange for OIC curriculum

specialists and feeder instructors to have access, on a continuing basis, to fresh developments in the adult education field.

6. Every feeder course ought to have detailed, written curriculum guidelines which are available to all feeder teachers, can help new instructors learn their material, and can pinpoint feeder areas which can be more vocationally oriented. These guidelines should be updated at regular intervals as additional experience is gained.

7. The author strongly agrees with Erie, that other OICs should experiment with combining their feeder and skill training courses. All OIC trainees, even those enrolled in basic literacy, ought to take some concurrent skill training instruction.

8. If OICs are unable to combine their feeder and skill training classes, they should make sure that an effective program of feeder reinforcement or related education is carried out in the vocational courses. There should never be an abrupt distinction between feeder classes and skill training instruction. While many OICs say that they do have feeder reinforcement, the author believes that this is largely pronouncement. In many OICs the physical separation of feeder and skills courses makes effective feeder reinforcement practically impossible, unless a separate staff is employed.

9. Learning laboratories and private volunteer tutors are also recommended as additional ways of individualizing feeder instruction. Laboratories, especially, need to be further reviewed and evaluated and the results made available to the other OICs.

VIII SKILL TRAINING

A. SYNTHESIS

The skill training portion is often the largest and, invariably, the most expensive segment of the OIC program. OIC skill training methods, themselves, probably are not significantly different from other vocational training programs. However, at OIC, vocational instruction also is coordinated with other program functions, retains the same trainee counseling features as the feeder, and is closely tied to job development and placement. Except for Erie, the skills courses are taught separately from the feeder.

1. Courses

Taken together, the 15 OICs offer a variety of about 40 vocational courses. (See the detailed list in Appendix B.) Jacksonville offers only four courses, while Washington, D.C. gives 12 or 13. Most OICs offer seven or eight, except Camden which has only a feeder program, and no vocational instruction.

The most common courses offered are clerk typing (sometimes called general office skills or secretarial science) which is taught in all OICs; auto mechanics (6 OICs); and welding, sales, electronics assembly, and key punch operator, all of which are taught in 5 OICs. Other courses range from the lower skill areas of plant protection and restaurant waitresses, to the more sophisticated vocational fields of radio and television repair, cosmetology, and drafting.

Vocational instruction is aimed at raising the trainee to entry level competence. What is desired is not that the trainee should become a skilled craftsman, but that he be able to pass basic employment entrance tests, and have some familiarity with actual job demands.

The vast majority of OIC vocational courses are directed at the employment market as a whole. An OIC will train a clerk typist for the general clerical market, not for an individual employer. The same is true for key punch operator, auto mechanics and other popular courses.

A number of OICs, however, are training specifically for a large, local employer. Seattle trains aircraft assembly workers for Boeing; Little Rock trains electronic assemblers for Baldwin Electronics; and Harrisburg has a specific training arrangement for clerical employees with Olivetti. Also, Seattle and Washington, D. C. have worked out agreements where an employer will hire a trainee and pay him a full-day's wages . The trainee will work one-half day for the employer and receive one-half day's feeder or skills instruction from the OIC.

Local OICs appear to be moving away from the Philadelphia stereotype skills program and to be adapting, at least, one or two of its courses to the local job market. For example, Little Rock has a course in furniture upholstery designed to appeal to local furniture plants. Seattle has a number of courses in aircraft assembly and related electronics instruction. Erie has a welding course because of the local demand for welders, now accentuated by Litton Industries' new shipbuilding plant. Roanoke has a course in alterations and floor covering because of area employment demands.

All OICs recognize that there is a continuing general need for clerk typists, office workers, and secretaries. There seems to be almost universal demand, too, for IBM key punch operators, welders, and auto mechanics. In cases where a general demand exists for persons with the latter skills, OICs normally train for a variety of large and small employers.

Unfortunately most OIC reports do not disclose exactly how skill training course areas are chosen. In a few instances (Little Rock, Dallas, and Harrisburg), OICs do note that the state employment service played a major role in surveying the need for particular vocational courses. Obviously, many of the skill training areas were taken initially from the Philadelphia prototype and have remained for no discernible local reason. Originally, local OICs seem to have initiated few vocational courses on their own, probably because the OIC Institute's technical assistance personnel were familiar with only certain kinds of vocational courses.

Recently, it appears that some OICs are altering their choice of vocational training areas to conform to the specific interests of trainees or to cases of insufficient local demand. In Erie, the sales course was terminated because graduates were obtaining low paying jobs which left them little better off than welfare payments. In Cincinnati, both the auto body repair and sales courses were closed because of lack of trainee interest. Washington, D. C. shut down its restaurant practices and service station attendant classes because trainees considered employment in these fields too menial. Most OIC reports, however, covered a period of time which was too short for them to have tested old courses, devised new ones, and obtained the requisite HEW funding.

2. Methods of Instruction

For the most part, skills instruction is done on a highly individualized basis. Classes seem small enough, and students are encouraged to progress at their own rates. However, in courses such as secretarial science, the larger class size necessitates a more formal, less individualized, classroom approach.

There are few cycled courses of definite duration where a student must enter at the beginning and continue through to final graduation. In Erie, the state-licensed cosmotology course is a cycled course of one year's duration, and in Little Rock, the key punch courses are cycled in three-month units. For the most part, however, students can and do enter vocational training courses at any point and continue at their own pace.

Roanoke reports that a number of its vocational courses are subdivided into certain definite blocks of instruction. This is because trainees often obtained jobs before completing the total course and took away only a smattering of know-how. By breaking the course into definitive blocks of instruction, a trainee who left the course at the half-way point would take with him at least some meaningful segment of the training. Before the courses were broken down in this manner, Roanoke said that a trainee who left prior to completion retained little of lasting value.

Dallas also uses a "building block" approach in its secretarial science course, where trainees learn typing, shorthand, filing, bookkeeping and stenography in separate instructional blocks. A trainee can be placed after learning how to type, or she could wait until she had mastered additional blocks of instruction which would equip her for successively higher paying jobs.

Little Rock appears to be the only OIC which is licensed by the state as a private vocational training school. Apparently, state licensing has not imposed any additional burdens on the OIC. Erie's cosmetology course is state-licensed; and Seattle noted that it was seeking state licensing for its two skills centers.

3. Materials and Guides

Most courses are designed, for budgetary reasons, to last for a specific number of hours or weeks. Because of irregular trainee attendance, however, individuals often spend a longer total elapsed time in the course. Except for Oklahoma City, few OICs devote more than a sentence or two to a description of their vocational course curricula.

Some OICs report that vocational instructors use written guides or outlines. Few go into detail on the nature, quality and specificity of such teacher guides. Erie does emphasize that its skill instructors, like their feeder counterparts, not only have lesson plans drawn up for each class, but that each student, as well, has an individual progress chart. Most OICs, nevertheless, seem to place greater reliance on the experience and background of the vocational instructor than on any written guidelines or course materials.

Very few OICs, except those with specific training agreements with local employers, have arranged their vocational materials to dovetail with an employer's actual requirements. In the latter case, often the employer has helped design the course curriculum or lent a skills instructor to the OIC.

OICs report that Vocational and Technical Advisory Committees made up of local businessmen have played a prominent role in determining course content and in developing course curricula. From the author's experience and site visits, these committees often are more active in the reports than in fact. One or two of the OICs honestly remarked that these committees need to be resuscitated.

Some OICs are dissatisfied with the quality of their vocational training equipment, but there was no general outpouring of criticism on this score. The gist of the problem seemed to be that machines were not always up-to-date; training sewing machines were not as fast as those on production lines; key punch machines were not modern; practice typewriters were less sensitive to the touch than those on the job. Oklahoma City did admonish other OICs not to get their machines from GSA, which had only "worn-out equipment."

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4. Staff

As in the feeder program, a high premium is placed on the skill training instructor's ability to communicate with and motivate the OIC trainee. Often skills teachers are members of the same minorities and reside in the same community as the trainee. They serve the dual purpose of teacher and role model. The reports speak often of the staff's enthusiasm, their dedication, and their determination to do everything possible to ensure that their students succeed.

No particular pattern of staff qualification requirements is discernible. Some OICs, such as Seattle and Milwaukee, require their vocational instructors to have up to or in excess of the state's vocational teacher certification requirements. Little Rock and Dallas require state certification of skills teachers.

But the majority of OICs seem to hire on the basis of experience, background and ability of the teacher to communicate and motivate the trainee. Jacksonville, again, noted that a vocational teacher's ability to relate to the poor should weigh more heavily than his academic credentials. Oklahoma City, however, felt that the most important teacher qualification was knowledge of his vocational field and industrial job requirements.

Few OICs reported using sub-professional aides in the skill training courses. Erie did have one aide. As in the feeder, there is apparently no universal desire to employ sub-professionals or plan for their career mobility. Dallas and Washington did talk generally about the use of aides, but it was difficult to determine to what extent they were directing their remarks to vocational training. For the most part, the subject simply is not discussed.

Many of the skills instructors appeared to be employed in industry prior to joining OIC. Teachers in the evening classes almost always held regular day-time jobs. Other vocational instructors seemed to be vocational school teachers during the day and OIC instructors at night.

Most OICs did not report on in-service training for their vocational teachers. When questioned, those OICs visited were unanimous on the need for in-service training, but few knew quite how to provide it. There seemed to be little OIC cross-contact with local vocational schools, their teacher training courses (if any) or their development of materials and curricula design.

5. Miscellaneous

As in the feeder, skill training instruction staffs were all (visibly) integrated. This was impressive. The author could discern no qualitative differences between day and night vocational courses. One OIC (Cincinnati), however, did report that it was thinking of making its day classes only for women (clerk typist, IBM key punch, electronics assembly) and the night classes for men (auto mechanics, welding).

As noted in the preceeding chapter, a few OICs reported that feeder reinforcement was carried on during skills training. Oklahoma City said this was being done for one hour and fifteen minutes, three days a week. Only a handful of OICs described any coordinative relationships between feeder and skill training units. Oklahoma City, however, reported that feeder, skills and job development staff had weekly conferences, and that these had been responsible for making feeder classes more vocationally oriented.

On-going and group counseling is also conducted during the skill training segment, and will be considered in the succeeding chapter.

No OIC reported any trainee participation in the administration of its skill training program.

B. COMMENTS

Most of the reports appear to lack real objectivity about the quality of their skill training programs. The reports describe only the obvious and the ideal. Few mention actual class sizes, teacher-student ratios, or significant training problems. From my observation, small class size enables the skills instruction to be highly individualized. Secretarial classes, while the most crowded, still were not crammed.

It is impossible to tell from the reports the real depth of skill training actually taking place. Nor can one judge how effective a job is being done. Frequently, trainees are hired before completing their courses. Job placement statistics, as we will see in Chapter X, are not particularly helpful.

This is not to downgrade the skill training portion of the OIC program. On the contrary, the vocational aspect of OICs is extremely important. Only by having a viable skill training component can OICs get the message through to their trainees and to potential employers, that theirs is a program which, in fact, does lead to a job. It is the skill training courses which motivate a trainee to join the OIC program in the first instance, and to continue through the less practical feeder. The obvious lesson is Camden, which (at least from its report) does not appear to have a successful program.

However, the author suspects (but cannot prove) that reasons other than the high quality of the OIC skill training classes may be primarily responsible for current OIC graduates getting jobs. They include: (1) willingness of firms to hire a few Negroes as a noble experiment in community relations; (2) tight local labor market conditions, especially in the clerical areas; and (3) preference of firms to take an OIC graduate over an off-the-street recruit because the former, even if he does not have high skills, has demonstrated the "right" employment attitudes and has learned the importance of "proper" work habits.

The vocational staff is impressive (both on paper and on the basis of the author's observations) in terms of their dedication, motivation and patience. Most seem to readily embrace the OIC concept of flexibility; the chance to teach on an individualized basis; and the opportunity to work with disadvantaged students. Also, in their obvious commitment to OIC philosophy, and by their contagious enjoyment of their jobs, they do much to convey to the students the meaning of hard work and the possible rewards of vocational training.

It is not clear why only the Little Rock OIC has received a state license. Except for Seattle, the reports do not speak of other OIC efforts to license the vocational program. State licensing (if it can be accomplished without undue loss of flexibility), would seem to offer many advantages to an OIC: access to possible state funds and better equipment, greater prestige for OIC graduates, and an excellent selling point with prospective employers.

Another direction which OICs could profitably explore is in establishing closer training relationships with specific large, local industrial employers based on the models of Little Rock, Harrisburg and Seattle described above. Obviously it is more difficult for OICs to train students for a general, non-specific market than it is for one identifiable employer. OIC budgets are severely limited; their equipment ranges from poor to fair; and their course designs are aimed at the most basic entry level jobs. Their graduates cannot be expected to fit tightly into an employer's working force. Often, graduates need to be retrained by employers on the employer's own equipment and to the employer's own specifications. Other

OIC graduates complete their courses, only to be confronted by employer discrimination in job hiring practices or unrealistic tests.

It would seem far more advantageous if OICs were to make specific arrangements with certain of the larger employers of the area and, in effect, agree to give work orientation, basic education and minimal skill training to their new employees or OIC recruits. If this were done, curricula design could be pinpointed to the needs of the specific employer; the latest equipment and most up-to-date materials for that particular employer could be utilized; OIC teachers could receive practical, in-service training from the employer; and, most importantly, trainees who finished the course would stand a far greater chance of being employed. Such an arrangement would also serve to increase the trainee's motivation because he could see exactly where he was going.

Conceivably, some form of financial remuneration also might be agreed to by the employer (as Western Electric has done in Seattle, and the telephone company in Milwaukee) since the arrangement would be to the employer's considerable financial benefit. OIC would be training his work force at government expense.

C. RECOMMENDATIONS

1. OICs need to make greater use of their Industrial and Technical Advisory Committees to make sure that training is closely tied in with specific entry level job requirements. There are few better ways of obtaining industrial feedback on training effectiveness before a substantial number of trainees have graduated and then found out, too late, they did not qualify for the jobs.

2. As in the feeder area, some effort needs to be made by the government, OIC Institute (or special consultant), to provide all OICs with the latest industrial curricula designs, teaching techniques and materials relating to skill training of the disadvantaged. OICs each operate in an intellectual vacuum. Few know what materials are generally available or how to break down feeder subjects by vocational areas based on what jobs actually require in the way of subject matter educational content. Almost total reliance is placed upon the personal experience and background of the individual skills instructor. OICs, too, should increase their contacts with others in the community who may be knowledgeable in the skill training area, especially large employers, unions and vocational schools.

3. For those OICs with separate feeder and skill training segments (if they cannot be combined), a strong effort should be made to give the student at least some exposure to vocational training and skills instruction while he is in the feeder. Roanoke makes a definite point of having the feeder student's future vocational instructor talk with him in the hall or meet him sometime before he enrolls in vocational classes. If physical distance permits, all feeder students should spend at least some time visiting the OIC skills classes, observing the courses and, hopefully, receiving some practical instruction in the use and operation of the equipment.

4. A number of OICs have recommended that vocational course guidelines be written out at greater length. The author believes that what is important in vocational training is not the specificity of the written guidelines, but the immediate practicality of the course subject matter. Unlike other, more general vocational education areas, OIC skill training ought to be specifically directed toward known jobs. Increased emphasis on written guidelines seems secondary to greater emphasis on ensuring that course instruction is correlated with actual job requirements.

5. Training (without stipends) should be kept as short as possible. Courses of 4 to 6 months duration are preferable to longer ones. This presents a severe problem for male trainees who normally would be interested in the more substantial jobs which require a longer training period than, for example, women secretaries or key punch operators.

6. The author believes that OICs should seek to make direct arrangements for basic education and skill training with specific, large, local employers to enhance job placement prospects, trainee motivation, the possibility of training stipends, and the relevancy of vocational instruction.

7. The author is not convinced that most of the OICs have receded from the Philadelphia stereotype of skill training courses and have reexamined their own local employment demands.

8. OICs should seek state licensing if it can be secured without loss of undue flexibility in curricula, staff qualifications and course content. It increases the currency of the OIC diploma in the minds of trainees and future employers. It also enlarges the possibility of increased state funding.

IX COUNSELING

A. SYNTHESIS

OIC counseling is done on a broad range of vocational and personal matters. A significant portion of the counseling consists of vocational guidance, giving the trainee a realistic idea of OIC skill training courses; what kinds of jobs the training can lead to; and what efforts the trainee must put forth to be successful in his chosen field. The OIC reports emphasize that the prime task of the counselor is to bring a sense of realism into the trainee's world of fantasy.

OIC counseling is more than vocational guidance, however. It is equally as concerned with personal counseling. Counselors try to aid trainees on a wide variety of subjects, such as marriage and family problems, financial concerns, and trainee health and hygiene. Counselors often get into trainee legal problems, like wage garnishments, bail bond procedures, eviction notices, and overdue rent--in fact, any problem is important if it could impede the trainee's educational and training progress, and impair his ability to hold a productive job.

Counselors, perhaps more than any other staff member, are responsible for bringing the trainee intellectually and emotionally into the OIC framework. All vocational guidance and personal counseling is directed toward the ultimate goal of enhancing trainee self-confidence and dignity.

1. Counseling Functions

One of OIC's principal features is that one-to-one counseling is performed as a continuous whole throughout the entire program--from intake and orientation, through feeder and skill training, to job placement and follow-up. After the intake interview, most OICs make every effort to give the trainee the same counselor during his entire stay in the program. However, Milwaukee (and probably Dallas, Seattle and Washington, D.C., although this is unclear) have separate counselors for feeder trainees and skill training students.

The most intensive counseling seems to occur during intake, orientation and feeder. As Oklahoma City notes, this is because, as the trainee progresses to skill training, many of his problems get resolved (at least temporarily) somewhere along the way.

As discussed in Chapter VI, once the trainee has been recruited, usually the first person he will meet at OIC is the intake counselor. The intake counselor generally will conduct a half-hour initial interview. The purpose is two-fold: (1) to give the trainee a quick dose of OIC philosophy, inform him about the program, and to overcome his initial suspicions; and (2) to gain some minimum information about the trainee, his vocational interests, his age and income, to note any obvious physical or mental defects, and to ascertain his immediate personal or financial needs.

In Cincinnati, the intake counselors are used solely for intake interviews, and are not as well qualified as the program's regular, on-going counselors. A number of OICs seem to use counselor aides during the intake process. As noted before, a few OICs have no identifiable intake section, and the new recruit speaks to whichever counselor or other staff member is available.

After the intake interview, the next time the new recruit sees a counselor is during the orientation sessions. Washington, D.C. and Omaha strongly recommend intensive personal counseling during this period; but most OICs use counselors as group discussants who address the orientation trainees as a body, and inform them of what the counseling division does and how it works.

For those OICs which do not have separate counselors for feeder and skill training, the majority appear to assign counselors to trainees on the basis of the vocational choice of the trainee. Erie, for example, finds that if the counselor is to give effective vocational guidance, he must have thorough knowledge of the OIC skill training areas and the prospects for employment from those courses. Erie believes that no single counselor can know all the OIC vocational areas well, and, therefore, assigns only a few vocational course areas to each counselor. Trainees who wish to enroll in those courses are assigned to that counselor from the beginning of feeder enrollment and continue with him to job placement and follow-up.

In Little Rock and other OICs, however, counseling assignments are made on a random, alphabetical basis, with one counselor handling all trainees whose last names, say, begin with A through D, regardless of the trainee's vocational choice.

No OIC reports assigning counselors on another basis. Apparently, there is no conscious effort, for instance, to assign black male counselors to young black male teenagers, or to assign counselors on the basis of age, sex, or race. OICs do not report instances where trainees have requested a change because of a desire to have a counselor of similar age, sex or race. However, a few admit (under questioning) that stated reasons for counselor changes, such as personality conflicts, may mask underlying racial concerns.

Few OICs who use the same counselor for feeder and skills trainees, report any counseling difficulties created by the separate location of feeder and vocational classrooms. Yet in Little Rock, for example, the counselors (located in the feeder building) seem much more active with feeder students than with skill training trainees. It is hard to believe that automotive mechanics in Charleston, located 12 miles from the main center, receive the same number of counselor hours as feeder students who attend classes at the main center.

Counselors work closely with the feeder and skill training teachers. Most often, the counselors give the orientation tests and, together with the feeder teachers, help make trainee assignments to feeder courses. Counselors, feeder instructors and vocational teachers, together, monitor the progress of trainees in class, and through "disposition conferences" move the trainee from the feeder into the skills section.

Counselors also will do follow-up work when trainees have missed two or three class days. While most follow-ups are made by telephone, if time permits, the counselor (or recruiter) will make a personal visit to the trainee to learn what is causing the attendance problem.

Counselors coordinate their assignments with the job development and placement staff as well. Generally, the counselor, the skills instructor, and the job placement specialist determine whether or not a trainee is job ready or whether a trainee should accept a job which may be available prior to the completion of his training. Counselors also work with job placement staff to locate stop-gap or part-time temporary jobs for trainees who must have additional income to remain in the program.

Another point of cooperation between these two divisions is in the job follow-up area. Usually, the job placement section follows-up with the employer to see if he is satisfied with the OIC graduate. The counselor, generally, is responsible for following up with the graduate to see if he is still on the job and to learn if he has any continuing problems.

2. Methods of Counseling

Aside from the intake interview and any counseling done during the orientation period, most OIC counseling is designated as "on-going" counseling. This is individual counseling on a one-to-one discussion basis with the trainee. Normally, counselors try to see their trainees for half-hour sessions once a week. In actual practice this is stretched to once every two or three weeks. Omaha notes that it occurs only once a month. A few OICs (Cincinnati) evidently do not have any definite schedules for counseling sessions, and counsel only when the trainee has a severe problem. (It is unclear exactly how the counselor on his own knows when such a problem occurs.)

In addition to regular counseling schedules, the counselor's door is always open to trainees. Trainees are encouraged to talk to their counselors at any time and to discuss any problems with them. OICs report counseling caseloads varying from 1:75 in Erie to 1:35 in Little Rock. Because of actual attendance rates, these ratios often may be lower. A few OICs, however, claimed that they did not have enough staff to do an effective counseling job.

A number of OICs report more recent experiments with group counseling. For the most part, group counseling sessions are largely unstructured. The trainees are free to bring up any subject, and the counselor guides the discussion in general terms.

In Little Rock, group counseling has just begun and now is done on a weekly basis. The groups are organized on the basis of feeder classes. Milwaukee and Omaha also report regular group counseling sessions. In Oklahoma City, Erie, Jacksonville and Dallas, group counseling is done as a form of sensitivity training in such areas as class attendance, punctuality and anxiety about employment problems. OIC counselors, when asked, all expressed the desire for more training in group counseling techniques.

3. Materials and Trainee Records

Few OICs described the kind of counseling materials used. The author's impression is that most counselors relied on their own personal knowledge, their experience gained in working with the disadvantaged, and on-the-job training. The OICs did not mention reliance on any handbooks or written counseling guides.

While not exactly counseling "materials", it is appropriate to mention here that the counseling department often had charge of all trainee files, attendance charts, and the trainee's personal record. In some OICs (Cincinnati), these files were maintained by the counselors until the trainee was deemed to be job ready, and the files then were turned over to the job development and placement section. In addition to trainee files, some counseling departments, such as Erie and Dallas, apparently were in charge of all OIC statistical information, record keeping and complying with the voluminous data requests from the federal funding agencies.

4. Referral

As noted in Chapter VI, most OICs have developed extensive referral relationships with other local and state, public and private agencies. Most of the referral work is done by the OIC counselors. Almost all OICs reported receiving referrals from and referring persons to the local offices of the state employment service, the welfare department, the vocational rehabilitation agency, community action agency, local health department and many other social welfare agencies.

Oklahoma City referred persons to 64 different local agencies. Of its total of 293 referrals, 97 were for financial reasons; 79 for health care; 41 for child care; 31 for additional vocational and rehabilitative services; 26 for further education; 11 for psychological reasons; and 8 for legal help. In Erie, there were 294 referrals to OIC and 431 referrals from OIC to other agencies. Seattle reported that it had developed a trainee manual on social services available locally.

When questioned, OICs desired some in-house psychological or psychiatric capability. While the number of potential trainees needing professional psychological and psychiatric help seemed to be relatively small, counselors expressed the wish that they had more professional help available to them for diagnostic and treatment purposes. Only Oklahoma City had a staff psychologist.

Some OICs have developed detailed relationships with one or more local agencies which may involve intensive use of the OIC counseling staff. Little Rock, for instance, conducted a special speech clinic in cooperation with the Department of Speech at Arkansas State College. Cincinnati conducted an imaginative tutoring program during the summer for target area teenagers.

5. Staff

Most OICs do not have specific minimum qualification requirements for counselors. Even Little Rock, which is licensed by the state as a private vocational school, does not have any requirements directly relating to counseling experience. A number of OICs have counselors with seemingly higher qualifications than would be required by state vocational schools. In Dallas, for example, all counselors have college degrees.

By and large, OICs are rightly more concerned with the ability of their counselors to relate to and motivate their trainees than with any paper academic requirements. Indeed, perhaps the greatest strength of OIC counseling lies in the staff's apparent ability to communicate with the trainee, build his self-confidence and impress upon him OIC's commitment to his individual success. In this regard, most of the OIC counselors have had some experience or background in working with the target group population. Often the counselor is of the same race and sex as the trainee, although, as noted above, OICs do not report any deliberate effort to assign counselors on this basis.

A number of OICs, such as Dallas and Washington, D.C., state that they employ counselor aides. A few OICs like Little Rock, who do use aides, acknowledge that they do mostly clerical work. Erie, however, uses three counselor aides who perform actual counseling duties. Erie has also made a determined effort to build a degree of upward mobility into their jobs.

Almost all OICs have some kind of nominal in-service training program for their counselors. Most concentrate the training in the initial few weeks of a new counselor's assignment. Few report significant in-service training efforts thereafter. All recognize the need for additional in-service training but have been unable to provide it within their narrow budgets or their community's limited resources.

Seattle and Cincinnati seem to have done the most. In Cincinnati, 90% of the counseling staff is taking courses at local community colleges. In addition, there are periodic in-service training sessions led by a professor from the University of Cincinnati. In Oklahoma City, the staff psychologist conducts some in-service training classes for the counselors.

6. Staff-Student Activities

While not related specifically to counseling, the area of staff-student activities ought to be mentioned here. Like counseling, the joint activities of staff and students are directed principally at building trainee self-confidence and enhancing trainee motivation. Relatively little time seems to be lost by such activities, and their effect may permeate well beyond their more obvious purpose. Such activities include annual dinners and dances, formal graduation ceremonies and receptions, social gatherings, talent shows, community fund raising drives, and staff-student athletics.

These activities also double as recruitment and publicity devices. Taken together, they emphasize that OIC is something more than another federally-funded manpower training program. It is also a personal relationship; a way of doing things, a place where friends can gather.

B. COMMENTS

With its emphasis on personal communication and motivation, OIC counseling is probably one of the strongest features of the program. Counselors seem to be warm without being gushy; supportive without being patronizing.

The indiscriminate assignment of counselors on a random racial basis is impressive. It should also be noted that each major trainee decision--choice of vocational area, what job to take--is the final decision of the trainee alone. It would appear, however, that every effort should be made to have the same counselor assigned to a trainee throughout the entire program.

The author suspects that perhaps the greatest weakness of OIC counseling may be in the area of vocational guidance. Often, counselors seem to be young and inexperienced. Few have much knowledge of vocational training or actual employment conditions. Many come from educational or social work backgrounds. It is difficult for the author to see how they can effectively counsel a trainee on his choice of vocation, when they themselves have so little direct experience to rely upon. This defect tends to be further heightened in those OICs which do not assign counselors on the basis of the vocational area chosen by the trainee. For then the counselor must become knowledgeable on seven or eight, or even ten skill areas, instead of one or two.

An allied problem in the vocational guidance area is that usually a trainee must make an early choice of skills courses in order to be placed in particular feeder or skill training classes. Without sophisticated and informed counseling, too often the trainee will choose a vocational area based on hearsay or supposed glamour. Oklahoma City noted that with intensive and experienced vocational guidance during orientation, such uninformed trainee decisions were kept to a minimum.

As in the case with feeder and skill training teachers, the OIC counselor, too, is operating in an intellectual vacuum. He is not aware of advances or refinements in the field of guidance and counseling, nor is it likely that there are many others within his own community who have firsthand knowledge about counseling the disadvantaged.

It is unpleasant to report that the author noted in the counseling chapters of Washington, D.C., Oklahoma City, Roanoke, Omaha, Jacksonville and Dallas, that the exact same word-for-word language was used in certain sub-sections. The duplication for most reports was more than a sentence or two. In some reports, substantial parts of the counseling sections were identical or very similar. This, of course, casts doubt not only on the counseling sections but on the veracity of the reports as a whole.

C. RECOMMENDATIONS

1. A complete program of in-service training in both group and on-going counseling should be developed for OIC counselors and supervisors. Counselors ought to expand their contacts with local community colleges and other individuals in the fields of vocational guidance and counseling.

2. Current materials and literature in the counseling area should be collected from individual OICs and other manpower programs, collated, and made available to each OIC. At the least, OICs ought to have their own counseling manuals.

In the absence of any large scale effort by the government or the OIC Institute, the author believes that the outstanding curriculum specialist, feeder teacher, skill instructor and counselor from the better OICs ought to visit the other OICs, conduct in-service training, and develop lines of inter-program communication.

3. Counselors should not be assigned on a random basis, but should be assigned by trainee skill training areas. Counselors should learn exactly what qualities, skill and dexterity levels, and educational requirements employers look for in each industry in their vocational areas. Counselors also should become knowledgeable about union and employer personnel practices, company advancement policies, pay scales and career opportunities in their areas.

4. OICs should be more alert to the importance of intensive counseling and vocational guidance during the

intake and orientation periods, and during the first few weeks of feeder classes, when trainee drop-out rates seem the highest. One OIC visited made no provision for scheduled counseling whatsoever during this time.

5. OIC trainees ought to have a definite schedule of counseling appointments throughout their progress in the program. Counseling should not be left to a chance meeting in the halls between classes or to trainees having to seek out a counselor in order to raise a problem with him.

6. Much follow-up counseling needs to be done with OIC graduates who are placed in employment. Most follow-ups are simply checks to learn if the employee is still on the job. The reports mention little about follow-up guidance or counseling after job placement. Some reports, however, do state that they do not have the resources to do an effective job in this area. Adequate provision should be made for follow-up counseling in the OIC budgets.

7. Counseling would appear to be an appropriate area for use of non-professional aides. The OIC graduate who has been through the program may be able to deal quite effectively with new recruits who are having difficulties completing the course of instruction. As Erie has noted, career mobility is also a realistic possibility in the guidance and counseling field.

X JOB DEVELOPMENT AND PLACEMENT

This chapter on job development and placement is likely to be taken by the reader in an evaluative sense. Obviously, the value of the OIC experiment ultimately will be measured in terms of how successful it was in educating and training people for jobs and for what per-capita cost. But OIC job placement statistics are enormously misleading. Each OIC must be discussed on a case-by-case basis. Furthermore, follow-up statistics are almost invariably absent from the reports. On his visits, the author did not talk with employers about the quality of OIC trainees they have hired.

This chapter will describe, rather than judge, the OIC job development, placement and follow-up functions. It also will offer a brief analysis of OIC's crude job placement statistics. In no sense, however, should this chapter be taken as an evaluation of the total OIC program, as it is reflected in the number and quality of jobs secured by OIC graduates.

A. SYNTHESIS

Relatively few OICs report difficulty in placing their skill training graduates, except perhaps in the craft union fields. The universal problem seems to be in retaining trainees long enough for them to complete their courses and be placed. From their reports, OICs generally seem to be training people for jobs which are in local demand and the OIC training, apparently, is a significant factor in securing the jobs.

1. Placement Functions

Generally, the job development and placement staff operates as a single unit, reporting directly to the OIC executive director or his deputy. It has the prime responsibility for dealing with employers and unions. It has close relationships with the other OIC departments, especially with the counselors and the skill training instructors.

OICs try to develop relationships with a wide variety of local employers. A few report significant differences between large and small employers. Omaha and Oklahoma City noted that it was far easier to deal with large employers.

On the other hand, Roanoke said it had more success with employers of 15 or less workers.

Some OICs complain that they have had difficulty in making appointments with employer personnel at executive levels, and have had to deal with the usually more stolid personnel managers. Most OICs, however, do not speak of serious employer intransigence and, in fact, report that employers are eager to work with OIC. All note that employer contacts must be made on a person-to-person basis.

In the average OIC, approximately three weeks before a trainee finishes his skills course, the job placement branch is notified. The trainee's skills instructor, his counselor, and the job placement specialist have a three-way conference to determine if the trainee is "job ready." If he is, then future job interviews and appointments are made by the job placement staff.

Sometimes the job placement process is initiated by industry rather than the OIC. In this case, a request for an employee will come directly to the OIC from a certain employer, most often before the trainee has completed his training. To determine if a suitable prospective employee is available, the job placement specialist will give the request to the head counselor, who will in turn meet with the skills instructor in the employer's related area to ascertain if any trainee is ready for this particular job.

Before the trainee is sent to an employer for his job interview, the trainee often will undergo a short, intensive pre-placement, readiness procedure. He will be told by the job placement specialist all the details of the job: rates of pay, working hours, opportunities for advancement, plant working shifts, and details about the employer. He may take part in simulated interviews, and practice filling out that employer's job application. He also will practice taking any tests which that employer would give to new applicants.

In addition, the trainee's counselor or job placement specialist will make sure the trainee has letters of recommendation from the OIC; enough money for transportation to the interview; and enough to buy an appropriate dress or suit, or get a haircut. Brotherhood loans or grants are made for these purposes, if necessary.

2. Kinds of Placements

Chart 2 gives a very rough indication of the kinds of placements made by OICs. The data is not uniform and therefore the columns are not totaled, because to do so would be most misleading. Unfortunately, the data is the best available.

Column 1 shows the total job placements made by the OIC. Columns 2 through 7 indicate job placements made prior to completion of OIC skill training courses. Column 2 represents the total jobs trainees were placed in from the feeder. Sometimes it includes Columns 3 through 7, and sometimes not. The OIC reports are unclear on this. Column 3 notes stop-gap or part-time jobs procured at any time. Column 4 indicates direct placements made by the OIC without the applicant having even been an OIC student. Column 5 represents jobs students got themselves rather than jobs procured by the OIC job development and placement staff. No average length of stay in the OIC can be assumed. Columns 6 and 7 indicate training-related jobs and non-training jobs, respectively. Usually, although not always, these are job placements occurring before completion of skill training but after completion of feeder.

Columns 8 through 10 represent jobs obtained after completion of skill training. Column 8 is the total; 9 and 10 divide this total into training related or non-training related categories. No valid follow-up statistics were provided, which is why Column 11 is incomplete. Blank spaces stand for figures not provided by the OIC or unable to be deciphered. In a number of cases, individual OIC figures do not add up to Column 1 totals. Evidently, this is because a number of job placements are subsumed in one figure or visa-versa. Thus, a non-training job related might also be a trainee placement or job from the feeder and be recorded in both Columns 7, and 5 or 2.

Training related jobs procured upon completion of skill training are the real goal of the OICs. Many of their jobs, however, are of less quality. Thus, of Jacksonville's total of 275 jobs, only 39 were training related, procured after the trainee had completed his skill training instruction. In Omaha, it was only 57 of 297; in Seattle, 168 of 998. Oklahoma City had a more significant percentage: 200 out of 366. What is important is that in stating job placement figures, the OICs be able to break them down into the kind of detail which is meaningful. Jobs, in general, are not the goal. Only certain kinds of jobs are important.

Column 3 also shows that a large percentage of total jobs have been of the stop-gap variety. Dallas shows 144 of 482; Charleston has 51 of 118; Erie discloses over 25%; Little Rock, over 50%. Stop-gap jobs are normally low-skilled and low-paying jobs which often are seasonal or temporary. Stop-gap jobs are found for a trainee only when he absolutely must have some kind of steady income in order to remain in the program, and there is no other way of obtaining the necessary funds. A good deal of the time and energy of the job development and placement staff is concerned with finding stop-gap jobs, matching the job with the trainee, and keeping both stop-gap employer and trainee satisfied.

OICs report that finding a stop-gap job for a trainee often means that it is the last time the OIC sees the trainee. This is because the job offers immediate income to the trainee and fulfills his short range goal of finding employment. Also, stop-gap jobs may pay a higher initial hourly wage than the entry-level job for which the student is training. In addition, many stop-gap jobs involve physical labor and the student is too exhausted after working all day to resume his training at night. A number of OICs will not obtain stop-gap jobs for trainees until they have been in the program a few weeks. Oklahoma City, however, finds them most useful.

Another kind of placement made by OICs is direct trainee placements (column 4). This placement is made when a trainee uses the OIC as an employment agency -- not to secure training, but simply to locate a job opening. Some OICs encourage this approach. Seattle, for example, has taken over a job market originally formed by local businesses to help place minority applicants. It has expanded the staff of the job market to include a supervisor, counselor and aide, and job development specialist. Seattle shows 241 direct placements and probably a significant percentage of column 5 (244) is also of this nature.

Other OICs do not want to engage in direct placement activities and discourage it. Apparently, these OICs believe that their primary function is to train students, and they would rather not put their stamp of approval on just anyone who walks through the door. Most OICs seem to engage in some direct placement procedures, but do not encourage it.

Another kind of placement is the job a trainee procures by himself (column 5). In Erie, over 25% of its placements were of this nature. In Omaha, Seattle and Washington, D. C. the figures were also substantial for trainee placements. What the OICs do not know, however, is how much credit they should take for this kind of placement. The answer often will depend on how long the trainee was enrolled at OIC. Perhaps, the job was secured because of some degree of OIC training or motivation or information that the trainee obtained from OIC. In measuring OIC effectiveness and per-capita costs, this kind of data will have to be refined.

Both columns 7 and 10 raise the question of how valuable is a non-training related job. What credit is due to OIC; how has OIC improved the trainee's chances of success if he was placed in a non-training related position; and how much better does he fare than someone with no training?

A variety of placements are made by OIC but: (1) little data is kept on each type; (2) the data that is recorded, often, does not evaluate OIC's part in the job placement; and (3) the real value of placements such as direct placements, stop-gap jobs, and non-training related placements cannot be assessed without follow-up information.

Lastly, in this regard, it should be mentioned that in the overwhelming majority of cases, the "best" jobs (training related after completion of skill training) are not obtained by men, but by women. For example, of Erie's 160 training related jobs secured upon completion of training, a minimum of 73% were obtained by women (secretarial and key punch). In Little Rock, 41 of 54 training related placements went to females; and in Omaha, all 57 were secretarial jobs.

3. Follow-up

OICs endeavor to do follow-up work with both the employer and OIC graduate. Ideally, the employer is contacted at periodic intervals of one week, one month, three months, and one year, to learn whether or not he is satisfied with the OIC referral and what problems, if any, he may have with him. Information is requested on the employee's attendance, punctuality, quality of work, OIC training, the employee's advancement (if any), ability to accept supervision, ability to get along with his co-workers, and any other comments the employer might wish to make.

Many OICs admit that they simply have not had time to do follow-up checks at all. Others have made some. Most did not discuss it. As column 11 shows, few of the reports give any follow-up statistics whatsoever. Some that do did not say when the follow-up was made and so have not been included.

In Little Rock, of 54 training related placements made after completion of vocational training, 33 were no longer on the job or in a comparable job. Graduates left for a variety of reasons: pregnancy, moved to another city, quit, could not be located, etc. On the other hand, Jacksonville did report that of 189 follow-ups it did on full-time placements, only 21 persons were no longer still working. But for the most part, follow-up statistics are simply lacking and what they could disclose is critical to any analysis of OIC placement efforts.

Another aspect of job follow-up is work with the OIC graduate. This is performed either by the counselor or by the job placement staff. Again, lip-service is paid to the concept but very little hard evidence could be found that it was being done. No OICs reported using job "coaches" (Milwaukee said it was thinking of it); or assigning particular individuals or OIC "alumni" to keep in steady touch with OIC graduates.

Only one OIC reported offering continued feeder or upgrading services to new jobholders. This was Washington, D.C., which had worked out an imaginative arrangement with the Department of Housing and Urban Development, whereby HUD hired OIC clerical trainees at low G.S. levels and allowed them to upgrade their skills by continued attendance at OIC. But there was no plan for general upgrading or continued education for other OIC graduates.

4. Job Development

Few OICs made any real distinction between job development work and job placement services. Again, this may be because there appeared to be no substantial difficulty in placing graduates once they had completed the course of instruction. A number of OICs, however, (Dallas, Little Rock) did report job development breakthroughs, especially in the area of hiring black graduates. Little Rock noted it had placed the first black key punch operators in local banks, the first Negro secretaries in the Governor's office, and the first black "out front" clerical workers in the State IRS. Seattle reported that it had placed four black graduates with the King County District (Labor) Council of Carpenters.

Reports were quite skimpy on other job development breakthroughs. Erie reported limited success in getting a few employers to substitute an OIC certificate for a high school diploma. Washington, D. C. remarked that Western Union would eliminate its requirements for a high school diploma for any OIC graduate who passed the SAT test. And Cincinnati obtained an agreement from the City to use an OIC certificate in place of a high school degree in the hiring of new Cincinnati city employees. Other artificial barriers such as sex, age, criminal records, and testing evidently were more difficult to break down.

B. COMMENTS

There is little question but that the OIC statistics on job development, placement and follow-up are among the weakest parts of their reports. This is particularly frustrating when the ultimate goal of all OICs must be to secure jobs for the disadvantaged. If the program were to be judged solely on the basis of the number of those students who were successfully placed in training related jobs upon completion of skill training and have remained on the job for at least six months (and the percentage of males), the author believes that the conclusion would be disastrous--not so much for the OICs, but for the Nation.

Aside from certain basic problems of interpreting OIC placement data, this dichotomy between expectation and results leads to two conclusions. First, that the job of training the disadvantaged for constructive jobs they can retain is a gigantic task -- far greater than most people (including government officials) realize; and that to assume that all a trainee needs is a little grooming and hygiene, a pair of glasses, and a few months of feeder and skills instruction to gain permanent and meaningful employment, is a naive and ill-informed opinion. Further, to believe that under-financed OICs, even with their basic tools of dedicated staff, black leadership, community base, and individual attention, can remedy generations of black degradation and employer conservatism is engaging in a cruel hoax of self-deception and OIC frustration.

The overwhelming single impression the author is left with after reading the reports, examining the statistics, and seeing three of the "better" OICs, is that a child has been equipped with a bee-bee gun to wage technological warfare against a modern army. What is terribly significant is not the shallowness of the OIC placement statistics, but the depth of the problem of educating, motivating and training the disadvantaged.

The second (and more placid) conclusion one draws after examining what OIC placement statistics exist, is that there appears to be little agreement on the value or the desirability of (or how to measure) the various kinds of placement activities in which the OICs engage. If a trainee is placed on a job through the efforts of the OIC (no matter how slight the help), then, somehow, this effort should be reflected in and measured by the placement statistics.

Depending upon the local situation, OIC engagement in direct placement activities may or may not be a valuable service to the black and the business communities. But it too needs to be considered, weighed, and its value reflected in a statistical analysis.

On the other hand, efforts to secure permanent non-training related job placements prior to completion of skill training may not be worthwhile if there were figures to show, for example, that trainees so placed had no better retention rates than recruits off the street. There is also a serious question as to the value of stop-gap jobs, considering the amount of job development and counseling staff time which goes into securing them, and the high training drop-out rate of those jobholders. Obviously, some kind of expanded Brotherhood Fund or Work-Scholarship program (as discussed in Chapter XV) would be far better than stop-gap employment. Yet, even without additional student financial aid, OICs carefully ought to consider whether stop-gap jobs are worth funding in the first place.

It is obvious that job follow-up is another area into which the OICs have not delved deeply. The reports disclose no serious efforts being made to go beyond checking to see if the trainee is still employed by the same company. It is true, however, that in the OICs visited, there is a growing awareness that more needs to be done in this regard.

The job development area, too, is weak. The reports do not distinguish between job development and job placement functions. The principal barrier to securing employment seems to be the OIC target population's enormous difficulty in passing job entrance examinations. Yet little work is being done to try to prove to the employer that such tests are not determinative of an employee's actual ability to perform the job for which he is being hired.

For example, in Erie, of 25 off-the-street welding applicants who took Litton Industries' standard manual dexterity test for welders, all but two failed. When this same test was given to three OIC welders who had almost completed their welding training, all of them failed the test, as well. The OIC trainees, in the opinion of their skills instructor, were persons who were excellent apprenticeship welders.

It was obvious that this test did not accurately measure the ability of a person to be a welder. If this example could have been expanded to include a greater sampling and the results brought to the attention of the state employment service and Litton, then significant changes in the industrial testing procedures for local welders might have been made. The OIC would have accomplished a major breakthrough in the job development area.

The Harrisburg OIC has tried an experiment which has interesting possibilities. Harrisburg has been successful in getting the local office of Blue Shield to do "pilot testing." The OIC graduate is given the employer's standard entrance examination and the test results are sealed for 90 days. The graduates are all hired and placed on thejob. Three months later, the graduates are rated on the basis of their actual job performance. If their performance is satisfactory the employee is retained. Harrisburg reports that many of those retained by Blue Shield had not passed the original examination.

Milwaukee told of an experimental arrangement with the Wisconsin Telephone Company for 15 trainees. All 15 failed the company's entrance exam, but were hired on a basis of work one-half day at the company and study one-half day at OIC. At the end of the experimental period, 13 of the 15 were retained by the company.

Washington, D.C. noted that it was cooperating with the Civil Service Commission in what could be a far-reaching experiment aimed at revising the CSC requirements for G.S. levels 1 and 2 employment, based on the true abilities of OIC's target population. Both Omaha and Seattle have convinced a few employers to let OIC give the employers' tests to trainees on OIC's familiar premises under OIC supervision.

These illustrations show that some imaginative job development work is being done by OICs in limited cases, but such examples are few and far between and relate to only a handful of employers.

C. RECOMMENDATIONS

1. The same recommendation made with regard to the skill training chapter is repeated here; namely, that OICs should seek to make direct arrangements for basic education and skill training with specific, large, local employers to enhance job development and placement prospects.

2. OICs should analyze the desirability of their various kinds of trainee placements -- direct, feeder, stop-gap, trainee self-placed, non-training related and placements made prior to completion of training -- in order to be able to measure the OIC affect on each placement, assess its cost, and value its advisability. OIC statistical tools need to be more precise in order to accomplish this.

3. OICs must keep detailed follow-up statistics at periodic intervals to learn what happens to a trainee after he has been placed on the job. There is no better way to judge the effectiveness of OIC training.

4. OICs should provide follow-up services to its graduates after their job placement. Techniques such as "coaching", the "buddy system", and imaginative use of OIC alumni ought to be tried. In addition, OICs should offer continuing education, counseling, and vocational upgrading services (like Washington, D.C.) to graduates. The Department of Labor should let OICs know which follow-up procedures it has found particularly useful in its other manpower programs.

5. Job development -- as distinguished from job placement--needs to be further explored. Employers utilizing artificial job entrance requirements such as high school diplomas should be asked to substitute OIC training certification. The device of "pilot testing" as used in Harrisburg, Milwaukee's pilot hiring experiment, and giving employer tests on OIC premises are other good ideas.

6. The author also recommends that either the government or OIC Philadelphia collect whatever data is available from local OICs on the standardized employment tests used by major industries. Industrial psychologists and experts then should be asked to correlate test scores with actual job performance of disadvantaged trainees. The results of this examination should be brought hometo the major industries. There is a basic belief on the part of OICs that not only are employment tests useful vehicles for discrimination, but they also rarely predict actual job performance of minority group members.

7. Once again, there is a dire need for in-service training for job development and placement personnel. Most OIC job development and placement staffs seem to go about their work in a very ordinary and pedestrian manner.

8. (For the record: The job of training and placing the disadvantaged is far more arduous than realized. Most manpower programs simply are not equipped to do more than a surface job.)

CHART 2

JOB PLACEMENT RECORD

	Jobs – prior to completion sk. tng.							Jobs – after comp. sk. Tng.			
	1 Total JOBS	2 From Feeder	3 Stop-GAP	4 Direct	5 Trainee Placed	6 Tnging Related	7 non-Tnging Related	8 Total Jobs	9 Tnging related	10 non-Tnging Related	11 Follow-up
Camden	Placement statistics not used because no skills component										
Charleston*	118		51		27	90	21	40	?	?	?
Cincinnati	407	248				159 ?		?	? 159	?	?
Dallas*	482	206	144					161	150	11	?
E. Palo Alto	Statistics deemed too unreliable for use										
Erie	405		102	31	112			160	160		?
Harrisburg	Statistics not in a usuable form										
Jacksonville	275		27	56			153		39	?	?
Little Rock*	296	107	152	8		24	24	57	45	12	31
Milwaukee	105	no other statistics given									
Okla. City	366	106						260	200	60	?
Omaha*	297	82			61		179	57	57		?
Roanoke	463	52				← 239 →		172	?	?	?
Seattle*	998	81	87	241	244	← 76 →		168	168	?	?
Wash., D.C.	1006		485		112			409	?	?	?

* figures are non-additive

XI TRAINEE CHARACTERISTICS AND RATE OF PROGRESS

The intention of this chapter is to deal with trainee statistical information as a whole. The previous chapters have been concerned with OIC organization, administration, and with OIC functions (recruitment, feeder, skill training, counseling, and job development and placement). This chapter will summarize the characteristics of the population OIC is reaching and the rate at which trainees progress through the program (trainee flow).

As in the case with the preceding chapter's analysis of OIC job placement figures, the whole OIC program cannot be evaluated on the basis of this chapter's progress statistics. The data available is too crude and incomplete. Some insights and indications may be gained; but certainly one should not attempt to evaluate the effectiveness of the program on the basis of admittedly inaccurate mathematical data.

A. SYNTHESIS

1. Trainee Characteristics

It is an understatement to say that statistics are not exactly OIC's forte. Trainee characteristics are not tabulated in the same way by each OIC. Information categories differ widely from one OIC to another. There is no uniformity in statistical divisions within OIC informational categories. Separate statistics are not kept differentiating day and night trainees. Some OIC characteristics are based on a feeder sample, others on an enrollment basis, still others on those recruited.

Plunging ahead, nevertheless, from the rough calculations available, it may be said that the OICs seem to be reaching a relatively poor, young, female, Negro, unemployed or underemployed population, with some high school education. Whether or not this is the "hard-core", depends upon the definition of "hard-core."

a. Sex

Chart 3 shows the male-female distribution of almost 17,000 OIC trainees. There were 5746 or 34% male and 10,960 or 66% female. Only one OIC, Seattle, had more men than women, but the numerical sample used was unavailable. In a number of OICs the female percentage was quite high: 88% in Cincinnati; 77% in Jacksonville; 71% in Little Rock; and 70% in Oklahoma City. However, Erie, Roanoke, East Palo Alto, and Washington all showed a 40% or higher male enrollment.

While most OICs did not keep separate statistics on their day and night training, from my field trips it was apparent that the female enrollment during the day was higher than at night. This is most probably because many of the men were underemployed but still held jobs during the day and could only attend classes at night.

b. Race

Chart 4 indicates that for all OICs, out of a total sample of over 15,000 trainees, 81% were Negro; 16% were white; and 3% were neither (mostly Mexican-American and Puerto Ricans). For many of the OICs, it was unmistakably a black program (Washington, D.C. 98%; Milwaukee 99%; Little Rock 94%; Camden 97%; Cincinnati 95%; Jacksonville 97%; Dallas 94%; Omaha 94%). For others, especially Erie (49%) and Seattle (46%) the problem may be how to get more blacks into the program.

c. Pre-training Work Status

This statistic was not kept by all OICs. Even when tabulations were made, different break outs were used by each OIC. It was impossible to get any fair idea of the percentage of persons on welfare, or still in school or those who were not in the work force. No definition is given for "unemployed." Furthermore, the first column, which lumps together "underemployed and employed" in one category, is obviously grossly imprecise. For what it is worth, the totals from Chart 5 are: 41% "employed or underemployed" and 50% "unemployed." The remaining 9% are perhaps out of the work force, or on welfare or cannot be accounted for because of the incomplete data.

d. Stated Education Levels

Once again, there was no uniform educational break out by grade level. The author has made rought calculations where the OIC reports had the basic information but had divided it into different grade categories. Stated grade levels, however, are almost meaningless since test and OIC reports disclose that the average reading and mathematics levels of OIC trainees were closer to fifth and sixth grades than to ninth grade and above, which Chart 6 would indicate.

Washington, D.C. noted that the stated median grade completed for men and women entering its remedial education course (NB: not the feeder, in general), was tenth grade. However, based on the Stanford Achievement Test, the median functional grade level in reading for the same men was 6.6, and for women, 6.8. The median functional grade level in arithmetic computation for men was 5.2, and for women 5.9; and for arithmetic application it was for men 6.6; and for women, 6.3.

Chart 6, nevertheless, does show that OIC trainees had received an appreciable degree of formal education. Of almost 15,000 trainees, 24% had an eighth grade or below education; 51% said they had some high school training; and 25% stated they had completed twelfth grade or above.

e. Age

Here, too, OIC classifications were not made according to the same categories and the author has made his own rough tabulations from the data submitted. Chart 7 shows that of over 11,000 trainees, 35% were 21 or younger; 57% ranged between 22 and 44 years old; and only 8% were over 45.

Since male enrollment figures are low, since secretarial placement statistics are high and given average age and education levels noted above, one can (almost accurately) guess that a significant proportion of OIC trainees are relatively young, Negro women (with some high school education), training for secretarial jobs.

f. Income

Few OICs keep accurate income statistics on their trainees. Fewer still differentiate between individual income and family income, or classify income according to family size. It was, therefore, impossible to make up a chart on the income information contained in the OIC reports. Here, however, are a few declarative samples: Jacksonville reported all of its trainees "disadvantaged" under the terms of Manpower Administration Order No. 2-68; Omaha reported 57% of its trainees "disadvantaged" under the same order; Oklahoma City said 604 of 699 trainees had incomes under $3,000; East Palo Alto noted the average income per family was $4,100; Harrisburg stated 40% of its trainees earned less than $1,000; 30% between $1-3,000; 25% between $3-5,000; and 5% over $5,000; Erie reported that only 17% of its trainees exceeded the OEO poverty guidelines.

2. Attendance

Only a few OICs reported on their general classroom attendance levels. Dallas said it averaged 70% attendance; Seattle, Roanoke and Little Rock reported approximately a 50% average. From the author's observation, a 50% figure is generous.

3. Rate of Progress

Chart 8 attempts to measure, in a very rough manner, the progress of a trainee from the time he enrolls in the OIC feeder to when he is job-placed after completion of skill training. The results are disillusioning--at best.

Column 1 of Chart 8 represents the total who entered the feeder. This is after the trainee has gone through intake and, in some cases, orientation. Columns 2 through 5, indicate respectively, stated feeder drop-outs, those leaving for some kind of job, trainees still in the feeder, and those who have finished the feeder. Column 6 includes those transferred from feeder who entered skill training courses and perhaps others, as well, who did not go through the feeder. Columns 7 through 10 represent for the vocational area the same categories that columns 2 through 5 represent for the feeder. Columns 11 and 12 represent jobs procured upon completion of skill training. Column 11 is total jobs. Column 12 is training related jobs.

It is impossible to obtain an average feeder completion rate for all OICs. But if we take column 1 totals for Camden, Charleston, Cincinnati, Jacksonville, Omaha, Roanoke and Seattle, and subtract column 4 (for those still remaining in the feeder), we get an average feeder completion rate of 39% for those seven OICs. It actually is somewhat higher because neither Cincinnati nor Seattle had figures for those still remaining in the feeder. These averages do not included Washington's (somewhat remarkable) 95% feeder completion rate. It should also be noted that "completion" rate is not the same as "drop-out" rate, because some of those who did not complete the feeder did obtain jobs, although these are probably of the stop-gap variety.

Since we have no figures for Camden or Cincinnati, the average skill training completion rate is based on six OICs: Cincinnati, Jacksonville, Omaha, Roanoke, Seattle, and Washington, D.C. Taking into account those still in skill training, the average vocational completion rate is 36%. This is surprisingly close to the feeder rate, when one considers that skill training covers a much longer course time. This rate actually is somewhat higher because Cincinnati did not have a figure for those remaining in skill training.

If one were to take the column 1 starting figure and add to it the difference between columns 5 and 6 (which will account for new trainees starting skill training who did not go through the feeder), and subtract columns 4 and 9 for those trainees who are still enrolled in feeder and skill training, and compare this total with the total of column 10, one has some idea of the "program completion" rate from feeder enrollment to the completion of skill training. The average "program completion" rate for Cincinnati, Erie, Jacksonville, Omaha, Roanoke, Seattle and Washington, D.C. (skill only) is 21%.

If one were to go a step further and compare the above figure with column 11 for those same seven OICs, one would have a "job completion" rate--i.e., how many of those who enroll in OIC end up in jobs upon completion of OIC feeder and vocational training courses. This rate is 14%. The rate for training related jobs would be even less. In addition, if job follow-up figures or statistics on male placements were available, the rates would be considerably lower. An unpleasant fact to contemplate.

It is absurd to go on much further with this kind of exercise. One cannot judge whether a completion rate of 14% or 44% is excellent, good, poor or terrible because there is nothing with which to compare it. Different rates among OICs may be meaningful only if statistics are kept in the same manner. Again, it should be noted that the other side of the completion rate coin is not drop-out rates, because trainees have procured jobs as well.

But two significant impressions do emerge from even a rough analysis of this sort. First, there is a significant drop-out rate (or rate of non-completion) in both the feeder and skill training areas, and in the program as a whole. Second, (and it hardly needs repeating) it is a gargantuan task to educate, motivate, train and place the disadvantaged in meaningful jobs.

4. Drop-outs

A few OICs have analyzed their drop-out rates. The reasons and the percentages listed by Oklahoma City are representative. They were:

Economic Reasons	34%
Dissatisfaction with program	1%
Child Care	24%
Transportation	33%
Moved	2%
Employed	6%

Dallas noted over 50% dropping out because of money, child care and transportation problems. Seattle estimated: 50% due to financial need; 20% to transportation; and 10% to day care; the rest were too varied to catalogue. It is obvious that lack of income, and lack of transportation and child care facilities (in part caused by lack of funds) are the principal drop-out causes.

Yet, this can be misleading. Trainees, as noted by some OICs, will not always give the true reason for dropping out. No one likes to say, "I just can't make it." There may well be a greater percentage who drop out because they are not happy with the program, have lost their interest or cannot do the work.

B. COMMENTS

Most of the OICs fill out great reams of statistical information reports for the federal funding agencies, but one gets no sense that the OICs believe the statistics have any relevancy to the management of their own programs. Most OICs think the government needs the statistics for some remote, tenebrous purpose. Moreover, the whole subject of statistics seems to grip some OIC personnel in a fearful paralysis.

By and large, most of the OICs have the pertinent statistics, somewhere, but what they lack is the ability to manage and interpret the data for internal use. For example, if the bulk of OIC trainees are dropping out from the feeder during the first few weeks, maybe special efforts need to be made to change the early feeder program. Perhaps that is when the most intensive counseling should be scheduled; or more industrial field visits taken; or additional Brotherhood grants made.

If the feeder completion rate is too low, perhaps this indicates that feeder and skill training courses ought to be further combined. At one OIC visited, attendance levels in the secretarial classes were not above 50%, and only about one-half the typewriters were being utilized, yet there was a waiting list of applicants to take the course.

The drop-out and completion statistics have been discussed above. For the author, they delineate the depth of the problem. But for the OICs, it ought to suggest another way of looking at their programs. It is important to have an idea of trainee flow and trainee progress toward enumerated goals. It is the only way to get an accurate picture of the program, as a whole, and to analyze where corrective action needs to be taken at key points along the critical path.

Given the variety of uses to which some of the above drop-out and completion rate statistics can be put, it may make more sense to do as Washington, D.C. suggests: namely, wait until an intensive orientation period is completed before "enrolling" trainees and unduly inflating the initial program drop-out base. Statistics obviously ought to be kept on recruitment and orientation, but they need not form the base figures for comparative drop-out or job completion rates.

One of the questions always asked about OICs is, "Are they reaching the hard-core?" The answer is, "What do you mean by hard-core?" OIC trainees are relatively young, Negro, female, unemployed or underemployed, members of low income families, and have functional educational levels below the eighth grade. On the other hand, a majority of the OIC trainees are not either young, black, poor, drop-outs; or black, impoverished, male, family heads.

In fact, it is hard to see how the program could reach those last mentioned without a much more elaborate vocational plant, wider course offerings, financial incentive plan, and longer, more intensive training. With its present, rather limited plant and facilities, moderate black leadership, solid community roots, and no stipends, the OICs are reaching the kind of generally "disadvantaged" population one could expect. What seems important is not whether they are reaching the "core" of the "hard-core", but whether they are reaching disadvantaged people, who are in need of education, motivation, training and better jobs. The answer seems to be "yes."

C. RECOMMENDATIONS

1. The government should re-examine its statistical needs and put OIC reporting on a more uniform basis. It appears that OICs are greatly overburdened with confusing and dissimilar reporting requirements for the DOL, HEW, OEO, the CAAs, and even the OIC Institute. Perhaps much improvement has been made since the OIC reports were written, but much resentment remains among OICs visited over the bewildering profusion of reporting requirements.

2. The government and/or OIC Institute (with or without the help of outside consultants), ought to instruct OIC personnel on the use of statistical information for internal management purposes. Not only should statistical staff be so trained, but OIC division heads and directors must also realize how to use the data generated for program realignment and policy changes.

3. OICs ought to keep statistics on trainee flow or progress rates. A form somewhat similar to Chart 8 (with additional detail and follow-up) would be adequate.

4. Statistics on drop-outs and reasons therefore should be accurately kept, in meaningful categories, so that necessary programmatic changes can be made to reduce the rate, as well as to back up any OIC arguments for future funding in areas such as trainee allowances, transportation, day care facilities, psychiatric counseling and new course designs.

5. Waiting lists should be carefully updated in view of actual class attendance levels.

6. Trainees should not be considered as "enrolled" for certain statistical purposes until after an initial orientation period.

Chart 3

SEX

		NUMBERS		PERCENT	
	SAMPLE	MALE	FEMALE	MALE	FEMALE
Camden	1120	390	730	35	65
Charleston	only monthly figures given				
Cincinnati	683	82	601	12	88
Dallas	2331	697	1634	30	70
E. Palo Alto	1643	772	871	47	53
Erie	1284	552	732	43	57
Harrisburg	1887	671	1216	35	65
Jacksonville	1762	399	1363	23	77
Little Rock	1580	443	1137	29	71
Milwaukee	252	62	190	25	75
Okla. City	691	204	487	30	70
Omaha	733	267	466	36	64
Roanoke	1440	673	767	47	53
Seattle	?	no sample given		51	49
Wash., D.C.	1300	534	766	41	59
Totals	16,706	5746	10,960	34	66

Chart 4

RACE

		NUMBERS			PERCENT		
	SAMPLE	NEGRO	WHITE	Other	NEGRO	WHITE	Other
Camden	1120	1084	36	-	97	3	-
Charleston*							
Cincinnati		no sample given			95	5	
Dallas	2331	2165	55	111	94	2	4
E. Palo Alto	1643	848	376	419	51	23	26
Erie	1483	724	741	18	49	50	1
Harrisburg	1887	1370	517	-	72	28	-
Jacksonville	1762	1710	52	-	97	3	-
Little Rock	1580	1476	104	-	94	6	-
Milwaukee	252	249	1	2	99	·	1
Okla. City*							
Omaha	733	692	22	19	94	3	3
Roanoke	1440	916	524		64	36	
Seattle	?	no sample given			46	39	15
Wash., D.C.	1300	1274	20	6	98	1.5	.5
Totals	15,531	12,508	2448	576	81	16	3

* figures not given

Chart 5

Pre-Training Work Status

		NUMBERS				PERCENT			
	SAMPLE	Employed or under-employed	un-employed	on Welfare	Other	Employed or under employed	un-employed	on Welfare	Other
Camden	1120	413	523	163	21	37	46	15	2
Charleston	430	135	295	-	-	31	69	33**	
Cincinnati*									
Dallas	2331	862	1469			37	63		
E. Palo Alto	1643	770	591	262	23	47	36	16	1
Erie	914	583	287		44	64	31		5
Harrisburg	1887	885	1002			47	53		
Jacksonville*									
Little Rock	1580	734	564		282	46	36		18
Milwaukee	213	77	136			36	64		
Okla. City	691	219	472	257		32	68	37**	
Omaha	236	59	177			25	75		
Roanoke	1440	813	538	51	38	56	37	4	3
Seattle *									
Wash., D.C.	1330	117	754	364	65	9	58	28	5
Totals	13,785	5,667	6,808	1,097	473	41	50		

* figures not given
**Welfare percentage included in other percentage categories

Chart 6

STATED EDUCATIONAL LEVELS

		NUMBERS				PERCENT		
	SAMPLE	8th or BELOW	9-11	12+	GRADE LEVELS	8th or BELOW	9-11	12+
Camden	1120	387	334	399		35	30	35
Charleston*								
Cincinnati*								
Dallas	2331	664	1408	259		29	60	11
E. Palo Alto	1643	296	932	415		18	57	25
Erie	1284	216	750	318		17	58	25
Harrisburg	1887	368	1000	519		19	53	26
Jacksonville	1762	672	532	558		38	30	32
Little Rock	1580	284	1118	178		17	71	12
Milwaukee	941	167	387	387		18	41	41
Okla. City	699	254	289	156		36	41	23
Omaha	267	59	96	112		22	36	42
Roanoke	1440	283	762	395		20	53	27
Seattle*								
Wash., D.C.*								
Totals	14954	3650	7608	3696		24	51	25

* figures not given

Chart 7

AGE

		NUMBERS			PERCENT		
	SAMPLE	16-21	22-44	45 +	16-21	22-44	45+
Camden	1120	450	564	106	40	50	10
Charleston*							
Cincinnati*							
Dallas*							
E. Palo Alto	1643	493	1030	120	30	63	7
Erie	442	185	220	37	42	50	8
Harrisburg	1887	483	1239	165	25	66	9
Jacksonville	1762	770	877	115	44	50	6
Little Rock	1580	580	892	108	37	57	6
Milwaukee*							
Okla. City	699	201	451	47	29	64	7
Omaha	733	227	444	62	31	61	8
Roanoke	1440	568	765	107	39	53	8
Seattle	?	no sample given			20	63	17
Wash., D.C.		(Average age male:29; female: 30)					
Totals	11,306	3957	6482	867	35	57	8

* figures not given

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Chart 8

TRAINEE FLOW CHART

	FEEDER					SKILL TRAINING					JOBS	
	1 Entered	2 Drop-out	3 To jobs	4 Remaining in	5 Finish	6 Entered	7 Drop-out	8 To jobs	9 Remaining in	10 Finish	11 Jobs after Sk. Trg.	12 Trng-related Jobs
Camden	708	395	113	61	69	There is no skills component						
Charleston	470	129	113	95	242	Information not available						
Cincinnati	1751	?	?	?	416	556	?	?	?	283	159	?
Dallas*												
E. Palo Alto	Statistics deemed too unreliable for use											
Erie	1300									375	160	160
Harrisburg*												
Jacksonville	905	422	153	125	205	205	31		135	39	39	?
Little Rock*												
Milwaukee*												
Okla. City*												
Omaha	744	118	82	109	385	456	121	93	95	147	57	57
Roanoke	1380	153	52	152	944	1004	327	373	223	65	38	?
Seattle	1659	931	171	?	496	644	379	76	21	168	168	?
Wash., D.C.	1295+	73	(485)		1222	1458	399	112	427	520	409	?

*Figures not available

+ Washington does not enroll a trainee until after completion of an intensive one-week orientation program.

XII RELATIONS WITH FEDERAL, STATE AND LOCAL AGENCIES

A. SYNTHESIS

The OIC reports rarely devote more than a page or two to their relationships with federal, state or local agencies. In all fairness, this aspect of the OIC program was of secondary importance while the immediate problems of launching and guiding the program through its first months were being resolved.

1. Federal Agencies

There are few comments in the reports concerning the federal agencies, other than the universal discontent with the tri-partite funding arrangement. The expressed dissatisfaction ranges from bitterness (Seattle) to controlled resentment. Probably, the OICs have been reluctant to bite the hand that feeds them in making their criticism more severe. The OICs visited expressed a deeper frustration than they cared to put in writing in their reports. Most OICs had more contact with Labor and OEO than with HEW, which seemed to be the more silent member of the trinity.

There have been few relationships with other federal agencies, except for Washington, D.C.'s cooperative arrangements, noted above, in regard to its upgrading program with HUD and its experimental testing program with CSC. Little Rock reported good contacts with the local Interagency Board of (Federal) Civil Service Examiners, which kept the OIC informed of all job openings, provided it with some testing and placement services, and counseled on skill training courses designed to meet federal minimum standards.

2. State Agencies

a. State Employment Service

Most OICs reported relationships with the employment service ranging from "less than effective" (Charleston) and "polite and cordial" (Erie), to "cooperative" (Cincinnati; Little Rock) and "supportive" (Seattle). Few examples of OIC-ES relationships were particularized.

No OICs reported outstationing of employment service personnel. Harrisburg noted that an OIC recruiter had a desk at the local state employment service office. No OIC reported employment service aid in testing or assessment, although Jacksonville did disclose that the employment service helped train some OIC job development staff. No OIC reported direct employment service placement help. Erie ruefully noted that an employment service officer sent to help the OIC sent all his own job applicants to jobs developed by the OIC.

b. Other Manpower Programs

Almost all OICs reported that they were involved in the CAMPS planning process. Some (Jacksonville, Omaha, Dallas, Cincinnati) were actually on the CAMPS planning subcommittee. Omaha objected that it was not on the CAMPS executive committee. Most OICs stated that CAMPS was not off the ground in their own communities, as of the date of report writing.

Quite a few of the OICs reported offering adult education, counseling and some training for other local manpower programs. Roanoke and Washington, D.C. helped train NYC and New Careers enrollees. Little Rock offered remedial education to 200 NYC and Operation Mainstream trainees. Omaha was doing "orientation" training for the local CEP program. Seattle reported that it formed a community-wide council of manpower agencies to cooperatively deal with common local problems.

c. Vocational Education

Most OICs mentioned some vague cooperation with state vocational agencies. Seattle, however, pointed to extensive and specific help it received from the Washington State Office of Vocation Education in vocational consulting, curricular design, and state certification of skill training instructors. Jacksonville, too, reported "invaluable assistance" from the Florida State Office of Vocational Education. Little Rock has received State of Arkansas certification as a private vocational school, but seemingly little special assistance or help. Milwaukee received a $100,000 grant from the Wisconsin State Department of Vocational Education.

d. Welfare

Most OICs report a cross-referral relationship with state and local welfare agencies. Some noted that they were participating in the Title V program (50 trainees in Little Rock). Cincinnati and Milwaukee are training for WIN. Few OICs could point to any success in obtaining welfare payments for public assistance trainees for transportation allowances, health examinations or purchase of such items as eye glasses and dentures.

e. Vocational Rehabilitation

Here again, the relationships are mostly of the less formal, cross-referral kind. Little Rock, Milwaukee and Erie did note that specified hours of certain days were set aside for OIC people to go to the local vocational rehabilitation office or for them to come to OIC to interview individuals.

3. Local Agencies

a. Community Action Agency

Responses as to the degree of cooperation between local OICs and CAAs differed widely. Where the CAA played an important role in the formation of the OIC, relations were excellent (Roanoke, Oklahoma City). In Roanoke, the OIC is, in effect, the manpower training arm of the CAA. The OIC and CAA finance offices also have been merged in Roanoke. Other OICs reporting good CAA relationships were Camden, Omaha, and Little Rock. Specific examples were generally not given.

Poor CAA relationships existed in Cincinnati (where there were CAA-OIC funding delay problems); Erie (where white CAA Board members are hostile to the black-led OIC); and Jacksonville (where the CAA was once disaccredited by OEO).

b. Community Colleges

With the exception of Cincinnati and Seattle, few OICs discuss having extensive contacts with local or community colleges. Seattle reports its community colleges were helpful in loaning personnel and in assisting the OIC in finding its director of vocational training.

Cincinnati seems to have gone the furthest in utilizing the resources of its local colleges, the Universities of Cincinnati (located within a few blocks of the OIC) and Xavier. For example, almost 90% of OIC's staff is taking one or more courses at the local universities. OIC staff members receive special, favorable course tuition rates because of an agreement worked out between the colleges and the OIC. In addition, the colleges provide a fair amount of in-service training to the OIC. Cincinnati has also established a unique arrangement with a University of Cincinnati industrial psychologist, who screens all OIC staff applicants prior to their job interview by the OIC Board.

c. Local Schools

OIC relationships with the local public school system are rarely mentioned. Seattle, however, did report that the local schools provided the OIC with its first feeder director (on a loan basis). Milwaukee also noted that it had arranged a cooperative training program with North Division High School whereby 25 potential high school drop-outs would spend one-half day in school and one-half day at the OIC taking vocational training.

d. Other Local Agencies

Most OICs indicated that they were engaged in cross-referral activities with numerous other local agencies such as the Urban League, local hospitals, settlement houses, city court system, legal aid, planned parenthood, neighborhood centers, probation offices and a wide variety of other public and private agencies. See Section 4, Chapter IX, Counseling, for additional examples of local referral relationships.

B. COMMENTS

Surprisingly, few OICs have thought very much about their role as a catalyst in producing institutional change. Most seemed to view other agencies as the "enemy" or, at best, a referral source or terminal point for trainees. No report included as one of the functions of an OIC the concept of effecting orderly change within community institutions.

Clearly this aspect had to play a secondary role during the first years of OIC organization and administration. There were problems enough in getting off the ground and in dealing with day-to-day crises. However, as the OICs move toward stability and maturity, their success as an innovative program must be measured, at least in part, on the basis of how well they are able to influence other community educational and training institutions. There is little awareness within the OICs that such is a proper role for them or how to go about achieving it.

The author suspects that there is more receptivity to change on the part of local institutions than they are given credit for by the OICs. Many of the OIC teachers, counselors, skill training instructors, and administrators have been hired, either directly from the public schools, or are still teaching in the public and vocational schools during the day. They have a wealth of knowledge about those local institutions, and about teaching, counseling and motivating the disadvantaged, which could be profitably shared with others.

Undoubtedly, the receptivity of community institutions to OIC prodding will vary from locality to locality. Quite a few of OIC's defensive syndromes are probably justified by their early experience in not receiving cooperation (and indeed incurring hostility) from some of the more established local agencies. However, times have a tendency to change more rapidly than the participants realize, and new efforts should be made by the OICs to reach out to the institutions around them. More importantly, the OICs should realize that one of their roles is to be a catalyst for positive change, and seek to influence the local institutions, which deal with a considerably larger segment of the disadvantaged population than the OICs.

For example, no mention is made of OIC efforts to work with public school adult educators or vocational school instructors in the areas of teaching, counseling, training and motivating the disadvantaged. No cooperative measures for curricular design, development of learning libraries or use of teacher-made materials are noted. Nothing in common, apparently, has been done about teacher qualifications or in-service staff training. There seems to be little movement toward letting the employment service know what OICs have learned about recruitment, placement or testing.

Obviously, before the OICs can export their experience, it must be demonstrated that they have a worthwhile product to offer. In this regard, the OICs were quite right to concentrate on developing their own brand of excellence. However, one suspects that now the OICs not only could profit from the experience of others, but also could demonstrate to others the profitability of OIC methods and techniques.

C. RECOMMENDATIONS

1. The OICs should be aware of their role as community catalyst and demonstrator of new methods and ideas. They should know which areas within the community's system of public schools, vocational education, counseling, adult education, and testing are most in need of reform and seek to influence positive change at the most sensitive points within these areas. They should understand that they will be judged, in part, on how successful they are as community innovator and stimulus for constructive change. Caveat: Federal funding cannot continue forever.

2. It may be advisable that one person on the OIC staff be charged with the responsibility of seeing that specific and formal links are forged with other community agencies and institutions; and that division heads are in contact with their community counterparts.

3. OICs should use community colleges as a more extensive resource for staff development, in-service training, and, perhaps, as a leader within the community for the kind of institutional cross-fertilization and change noted in paragraph 1. A public school system or vocational educator may listen twice to a college professor.

4. The federal government should move toward single agency funding of OICs, either by giving funding responsibility to a single agency, or by delegating program funds to one agency. At the very least, the three agencies must move toward a single application and renewal form for grants and contracts; a single set of uniform reporting requirements; commonality of fiscal years and other coordinative measures as noted in previous recommendations.

XIII RELATIONS WITH INDUSTRY AND UNIONS

A. SYNTHESIS

OIC relationships with industry are geared to one purpose -- to get jobs. OIC's contacts with employers, however, embrace more than the job development sector. Business and industry are also involved in OIC curricula design, training of trainers, and in the donation of equipment and other resources.

1. Industrial Advisory Committees

Most OICs note that they have established an overall Industrial Advisory Committee with responsibility for reviewing the entire program. Some OICs report that, in addition, they have created Technical Advisory Committees for each skill training course. The functions of these committees can be roughly divided into four major areas: curricula design, training of trainers, donation of equipment and materials, and job development and placement.

a. Curricula Design

Many OICs state that industry was extremely helpful in designing one or more of their skill training courses. This is particularly true of courses which are geared to the needs of one, specific employer, such as aircraft assembly in Seattle; floor refinishing in Roanoke; electronic assembly in Little Rock; and a number of IBM key punch courses offered by the OICs.

b. Training

Relatively little help seems to have been received in the area of industrial training of trainers. In Little Rock, the electronic assembly skills instructor was hired by OIC from the major employer of OIC electronic assembly graduates (Baldwin Electronics). In Seattle, Boeing trained the OIC aircraft assembly instructors. But except for these examples, there are few reported instances of OICs obtaining training for their vocational teachers or utilizing industrial trainers.

c. Donations

OICs vary in the degree of success they have had in securing donations of materials and equipment. Some report almost no donations (Camden, Little Rock, Erie). Others report a fair amount (Cincinnati, Oklahoma City, Dallas).

A few OICs indicate that what is donated is often out-of-date or second hand. A number of OICs, however, state that a whole modern classroom facility had been given to them by local companies. IBM in Erie donated the key punch machines and simulators. Western Union gave all OIC teletype machines and telecommunications equipment to both Dallas and Washington, D.C.

d. Job Development and Placement

The major role of advisory committees is premised on the supposition that industry's greater involvement will mean its greater willingness to accept OIC graduates on jobs. Again, when the industrial contact is close, the job placement record seems enhanced, as borne out by the experiences of Boeing and aircraft assembly workers in Seattle; Western Electric and telecommunication clerks in Washington, D.C.; Baldwin and electronic assemblers in Little Rock; Olivetti and secretaries in Harrisburg; and telephone company hirings in Milwaukee.

2. Other Relationships with Industry

Advisory committees are not the only points of contact OICs have created with industry. Sometimes a particular business will use an OIC as an "employment agency," and will call OIC first for all its prospective new employees. OICs try to develop close relations with business and industrial associations, such as local chambers of commerce and manufacturing associations. OIC reports mention numerous speaking appearances before such groups and detail the efforts made to secure their cooperation in spreading the OIC story among their employer members.

OICs also are in touch with local branches of the National Association of Businessmen. Cincinnati is holding its own job conference with 75 local area employers to introduce them to the OIC program and to solicit their active participation in placing OIC graduates. Local employers are taken on numerous regularly scheduled tours of OIC classrooms and training facilities.

While not covered in their reports, all the OICs visited were becoming more deeply involved in sensitivity training for industrial supervisors and foreman. Erie has secured a State of Pennsylvania grant which will enable the OIC to give sensitivity training to a number of front line supervisors in race relations, minority history, and attitudinal development. Erie found that often its preconditioning of trainees did not take into account the sometimes unfortunate response of industrial supervisors and foremen to new minority and disadvantaged workers.

3. Unions

A number of OICs report that breaking the color line in unions has been far more difficult than convincing employers to hire the disadvantaged. Seattle did report some success in placing four carpenters, but most OICs have been unsuccessful in making craft placements. In Southern communities like Jacksonville, Little Rock, and Roanoke, OICs report they have met a stone wall. Many OICs simply avoid training in the building trades or other crafts because of the reality of the discrimination. Omaha said it could not get into some union shops. Few OICs seem to have as broad contacts with unions as they have with industry and, apparently, few union members sit on OIC Boards.

B. COMMENTS

Much of the reported "activity" of Industrial and Technical Advisory Committees is probably more hopeful than actual. Some OICs frankly admitted that these committees needed to be rejuvenated. In the crush of immediate needs, this area probably has been neglected.

There is another reason why OICs should involve employers more deeply with their programs. As mentioned before, one gets the sense that many employers are receptive to OIC graduates out of "do-gooder" motives, rather than because of the quality of the OIC product. The current mood among many employers, who are searching for their proper role in the "urban crisis," is one of initial cooperation and interest. Few OICs report real employer hostility. On the contrary, most employers, through NAB or some other group, seem eager to hire a few Negroes for civil rights compliance reasons, for government contracts purposes, because of tight labor market conditions or just to reach into the inner city in a helpful way. The great danger is that this kind of tokenism will lead to false OIC (and government) complacency.

OIC permanent job placement figures are minuscule when compared to the magnitude of the task of training the disadvantaged. To date, it simply is impossible to tell if OIC training is actually effective or if employers are just taking a minimum number of OIC graduates for cosmetic reasons. The peril is, that employers will hire only up to a certain minimum, and then will stop. Unless OICs can pinpoint their training to actual job slots (rather than turning out generally acceptable, "qualifiable" blacks) they will cease to be competitive in the manpower field. Extremely close OIC-employer relations may be the key to this contingency. Closeness means in this sense, turning out an employee tailor-made for a specific job for a specific employer -- so well trained that the employer, out of economic necessity, must hire him.

C. RECOMMENDATIONS

1. Industrial and technical advisory committees are useful devices and should be activated. Specific contacts also should be maintained and broadened with groups such as local chambers of commerce, manufacturers' associations and NAB. Businessmen should be asked to do more than "support" the OIC program. They should be asked to sit on specific committees, with regular meeting dates and planned agenda, and be assigned specific responsibilities.

2. Industry should be far more active in the design of course curricula, training of trainers, and donation of machinery and equipment. Part of this lack of activity is the fault of OICs who have not actively sought their support. Part is also the result of OIC's training for too wide an employment market and meeting such varying employer requirements for equipment, curricula and training that a single course will not satisfy all employers. Again, specific tie-ins with selected employers may be part of the answer.

3. Imaginative experiments, such as Erie's attempt to provide sensitivity training to front line supervisors, ought to be encouraged.

4. The federal government and OIC Philadelphia should take the lead with national labor unions, large national employers such as Ford, IBM and GE and ask that they specifically get in touch with local affiliates in OIC communities and help break down artificial employment barriers. Often, these barriers cannot be cracked at the local level but need "home office" approval or national initiative. Also, the local OICs might be able to use the prestige of national industrial and union figures coming into their communities, endorsing the OIC concept and philosophy, and encouraging other employers and unions in the community to join with their local affiliates in furthering OIC goals and objectives.

5. Local OICs should ask unions, as well as employers, to sit on their Boards and technical advisory committees.

XIV RELATIONS WITH THE COMMUNITY

A. SYNTHESIS

OICs grew from within the black community. They were not superimposed by federal agencies on reluctant neighborhoods. OIC reports indicate that it was relatively easy for them to establish close relations with other target area organizations and community groups. From the author's observations, the OICs did not seem to be federal or public programs at all. They were community-run, and surrounded by an aura of friendliness.

1. Church Orientation

Most OICs, except Roanoke and Oklahoma City, have had a definite church orientation. Black clergymen have held up to one-third of the representation on many OIC Boards. Unlike the white minister, however, it should be remembered that the black preacher often is engaged in church-related work only on Sundays. He is by no means a full-time clergyman during the week's working hours. He can also represent other vocational interests.

While some OICs report a diminished contact with ministerial groups as their programs have developed, most reports do not indicate there has been a change either way. In fact, both Erie and Roanoke report that they are eager to make increased use of neighborhood churches and ministers to get the OIC story across to more people in the community.

2. Civil Rights Contacts

The OICs do not appear to take on any civil rights connotation at all. They seem neither activist nor conservative. Most OICs report good relationships with other local civil rights organizations such as the NAACP, Urban League and Black United Front. But they themselves do not report taking part in any such activities.

In Little Rock, for example, the OIC has withheld using standard Negro history pictures or publications as wall displays. Obviously, the photographs of Martin Luther King and Malcolm X are more acceptable in Erie's hallway than in Little Rock's; but even Dr. Charles Drew or Mr. Justice Thurgood Marshall probably would seem incendiary in Arkansas and, consequently, have not been used. OICs appear to have kept their identity scrupulously clear as job training programs, not civil rights projects.

3. Relationships with the City Government

In only one instance, Erie, could it be ascertained that the Mayor had personally requested assistance from an OIC executive director in helping to "cool it" when civil disturbances broke out during the summer. Other OICs, such as Omaha, Charleston and Jacksonville, report good relationships with the Mayor's office. Cincinnati also noted that through its efforts, lines of communications were opened between the local police department and various neighborhoods to promote an easing of community tensions.

4. Public Relations

Without exception, OICs give numerous examples of public relations work. All report, to some degree, having spots and film clips on local radio and TV stations, obtaining good newspaper coverage, using printed brochures, pamphlets, and bumper-stickers, and developing OIC student newspapers. All undertake publicity efforts, such as speaker engagements, guided tours for businessmen, annual dinners, fund raising drives, family nights, and other activities,aimed at bringing their program before a larger audience.

Seattle, for example, got the Mayor to designate an "OIC Week". Washington, D.C. had a special "OIC Sunday" in the community's churches. Erie reported extensive newspaper and TV program coverage; formation within the (white) business community of an active "Volunteer Urban Affairs Committee;" and an OIC anniversary dinner (for which the General Electric Company flew in Reverend Sullivan in the company's private plane.) And there are other examples too numerous to mention.

5. Volunteers

A few OICs described some volunteer program efforts. A number of them had volunteer chairmen and a separate OIC division for handling volunteer requests. Jacksonville noted that it had formed a volunteer "Citizens Advisory Committee." Few OICs reported on the effectiveness of their volunteers.

Erie, for example, simply said that volunteers "have been most helpful." Evidently, they were used as volunteer recruiters, instruction aides and clerical workers. Cincinnati has had a small but very effective volunteer tutor program. And Dallas reported the successful use of volunteer child care aides. For the most part, however, the voluntary effort, if it was present at all, went largely unreported.

B. COMMENTS

Even though ministers tend to dominate some Board and top staff positions, the author was not conscious of any religious or theological presence on his visits. There was no sense of being in a church related program (although the statue of the Virgin Mother, admittedly, is rather loosely draped in Cincinnati.) OICs exude a social, cultural, and maybe, racial concern--not a religious one.

The site visits also confirmed the sense one got from reading the reports, that there was a genuine feeling of community within the OIC program. Generally speaking, staff members came from and resided within the community. They were familiar with the community, its problems, and many of its people. There was an unmistakable and pleasant air of neighborliness.

One came away with the belief, however poorly founded on empirical proof, that OIC was a program pretty much run by and for the people. This is not to say there was not some hypocrisy and false trappings of professionalism among the staff. Yet, whether it was in the manly horseplay of Cincinnati's director, or the Erie head counselor's chiding of students for absenteeism, or the Little Rock director's sense of humor, one felt that here was a program where staff and students got along, and where a sense of

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community played an important role in the program's attractiveness to the population it served.

In a larger context, it is almost trite to say that the OIC movement is an enormously impressive undertaking when one considers the spectrum of choices open to enterprising black leadership today. Between the strident cries of the militants and the civil rights orientation of the older Negro organizations, there is precious little in between that the government has funded which provides a working alternative for black energies and black indignation. An expanded sense of community, under the umbrella of black leadership and in a context of personal motivation, is one of OIC's most significant contributions to federal manpower strategy.

C. RECOMMENDATIONS

1. Church identification, meetings in churches, and particular denominational influence should be strongly guarded against. Too much reliance on church leaders, as noted by some OICs, often makes it difficult to reach certain groups--especially the young.

2. Erie, Jacksonville, Charleston and Omaha specifically recommended that a full time public relations person be added to their staffs, and that public relations efforts be increased. The author believes that more elaborate public relations efforts first ought to be accurately measured for their effectiveness before additional resources are committed to them. Public relations may tend to add only adornments rather than substance to the program.

3. OICs should be encouraged to continue to develop relationships with the entire spectrum of community groups--specifically including the militants.

4. The author is not sanguine about increased volunteer efforts.

5. OICs should continue to maintain impartiality in civil rights, qua civil rights, activities. "Preparation, not protest" is the order of need.

XV THE BROTHERHOOD FUND

A. SYNTHESIS

Almost without exception, OICs reported that the meager payments from the Brotherhood Fund were not sufficient to make significant differences between a trainee's staying in the program and dropping out. All recommended an expanded monetary allowance for trainees, usually in the form of a work-scholarship, rather than an outright stipend. At the same time, most OICs realized that such payments would affect their "self-help" image.

1. Procedures

OICs have developed elaborate procedures for use of the Brotherhood Fund. Normally, the trainee's counselor plays a key role in preliminarily determining trainee need. In Charleston, a committee consisting of the executive director, head counselor, two other staff members, and one trainee make the final decision on whether or not to make a Brotherhood grant and for how much. In Oklahoma City, a committee of six trainees decides all questions relating to the Brotherhood Fund. In Jacksonville, the executive director makes the decision, after the counselor's initial approval. In Omaha, it is up to the executive director alone.

OICs differ on the value of making loans versus grants. Seattle, Harrisburg and Erie made grants. Cincinnati and Roanoke preferred loans. The argument in favor of grants was that loans served only to plunge the trainee deeper into debt and increase his frustration. Those favoring loans, however, believed that a grant smacked of paternalism, and cut against the OIC philosophy of no-dole. A few OICs reporting on loan repayments noted that only 1 to 3% of the funds had been paid back.

Most OICs had an upper limit on the amount of funds which could be loaned or granted. In Seattle, it was $250; in Harrisburg and Cincinnati, $150; and in Oklahoma City, $100. Representative average loan and grant amounts ranged from $20 in Cincinnati to $86 in Omaha and $91 in Washington, D.C.

2. Purposes

The purposes for which Brotherhood funds could be used were severely restricted. Examples were: payment for eye and physical examinations, emergency medical expenses, transportation costs to and from the OIC, baby-sitting fees to mothers' clubs, tools, equipment, and safety devices needed for jobs, appropriate clothing for job interviews, emergency rent and utility bills, and school supplies to enable children to stay in school. For the most part, transactions were of a single, one-time nature, although a few OICs gave small weekly allowances in special instances.

3. Work-Scholarships

OICs reported many trainees simply had to have more funds to remain in training or to be attracted to the program in the first instance. The three OICs which were participating in the work-scholarship experiment voiced strong preference for it over the Brotherhood Fund.

The features of the work-scholarship program which seemed most attractive were: (a) it gave the trainee more funds ($32 weekly); (b) it imparted to the student a sense of earning his own way and required him to maintain regular work habits; (c) it was especially helpful when the work station was training related; (d) it placed the trainee in the same category as students receiving financial assistance under the Title V, WIN, and CEP projects; and (e) it did not require the trainee to go further into debt.

The OICs using the work-scholarship program believed that $32 a week still was not enough to attract the male head-of-household. They recommended a figure between $40 and $50 per week.

B. COMMENTS

From an analysis of trainee characteristics, drop-out rates, reasons for trainee discontinuances, and kinds of trainee job placements, it is clear that a major OIC problem is the lack of monetary allowances, stipends, or some form of work-scholarship payments for trainees. It pervades all facets of the program. Lack of funds is the most common stated reason for trainee drop-outs. Little Rock reported that when the Title V program (which paid "stipends") was discontinued on short notice, the 56 Title V trainees, who had previously had a high rate of attendance and progress, showed an immediate and drastic loss of interest and almost all dropped from the program.

Lack of funds almost surely affects the kind of population OIC can serve. It encourages women over men because the women often have an additional source of support in their husbands. It encourages young people who are in school or still residing with their parents. It makes it practically impossible to attract male family heads.

Lack of trainee allowances means that course lengths must be kept short which, in turn, makes it difficult to develop the usually longer training courses necessary to attract men. It places undue reliance on the necessity of obtaining stop-gap jobs--often resulting in the student permanently dropping from the program. Students who have the chance to obtain a job prior to their completion of training, are almost forced to accept the job, which may pay less than a job they could reasonably expect to obtain upon completion of the full training cycle. Lack of funds also partially accounts for the severe OIC transportation and child care problems.

There are two paramount objections to some form of increased allowances. First, the program will cost more to serve the same number of people. This should not be a serious objection because the program, now, is not able to serve the most disadvantaged whom, presumably, the government is most desirous of serving. Also, the relatively high drop-out statistics and high percentage of job placements which are unrelated to training indicate that even the population currently being served ought to be doing better. It makes more sense to provide a meaningful education and training effort for some, rather than a glorified placement service and work-orientation veneer for many. The latter will leave few lasting marks, as fragmentary follow-up statistics seem to disclose.

But the second and more serious objection is that increased allowances, even in the form of work-scholarships, cut against the OIC self-help image. In some respects, this is a valid objection and is troublesome to OIC staff members, as well. On closer examination, however, this objection should not prevail.

First, the image of self-help should not be conceptualized solely on an individual trainee basis. It is also applicable to the OIC efforts of the poor and of black people in general. The OIC program is a "self-help" program (regardless of individual work-scholarships) because it was designed and developed by the poor themselves; because it is a program where black people are very definitely helping themselves; where blacks comprise a majority of the administrative staff, teachers, counselors, and board members; where blacks raise whatever funds they can within the Negro community; where black people (without the aid of the city schools or state employment service or local welfare office) have launched, administered, and operated a complex, multimillion dollar, sophisticated, manpower training program. This, too, is "self-help."

Second, an individual is still "helping himself"--even if he has a work-scholarship. He is, after all, working for his scholarship, not receiving a stipend. It is self-help also because he is sacrificing his pride and a bit of his manhood to return to school; to start his learning process all over again; to sit in a remedial reading class with persons half his age. Self-help means using training equipment which is second rate; it means working all day and going to OIC at night; it means a good deal more than receiving $40 or $50 a week.

Third, the issue of self-help essentially goes to the deeper question of trainee motivation, i.e., "if he's not getting paid anything, he must really want to learn." But motivation becomes irrelevant if a person cannot enter the program in the first place or is forced to drop out for lack of funds. Furthermore, the concept of self-help a concomitant of trainee motivation and attitudinal development,is constantly infused in the trainee by the OIC staff, by the OIC belief in the dignity and integrity of the individual, by OIC intensive personal counseling, by the "you-can-do" philosophy, as well as by a puritan monetary policy. A minimal weekly work-scholarship does not cut the heart out of the OIC self-help standard. And it should enable the OIC to reach and retain a far greater proportion of the most disadvantaged.

C. RECOMMENDATIONS

1. A work-scholarship program, patterned after the present experiment but paying up to $40-$50 per week for family heads should be inaugurated immediately for all OICs.

2. Preference on work-scholarships should be given to the most disadvantaged: black (minority), poor, male, family heads and black (minority) male 16-22 year old dropouts. Training related jobs should be found to the maximum extent possible.

3. Recruitment, attendance levels, student progress rates, types of trainees reached, all should be carefully monitored to determine if work-scholarships are having the desired effect.

4. OICs also may wish to keep a type of Brotherhood Fund available in case of trainee emergencies.

XVI SPECIAL PROBLEMS

A. SYNTHESIS

Most of OIC's special problems, as the reports note, are interwoven with the issue of lack of trainee income. The difficulty in recruiting males, the mediocre student attendance levels, and the relatively low trainee completion rates, are caused, in some significant part, by money problems: not enough money to stay in class; not enough money to pay for transportation; not enough money to afford child care; not enough money to warrant a voluntary end to street hustling. For example, 95% of Charleston's Brotherhood Fund grants went for two purposes: trainee transportation and child care. The basic issues concerning an increase in trainee income have been discussed in the preceding chapter. This chapter will focus on other aspects of the special problems.

1. Transportation

Almost all OICs mention transportation as their second or third most serious problem after insufficient trainee income. No doubt a significant part of the problem might be resolved by giving trainees transportation funds. But, as note some OICs who do give away free bus coupons, the problem goes much deeper. In the rural areas, adequate public transportation simply does not exist. In the cities, public transportation from one ghetto to another requires an inordinate amount of time, if it is available at all.

Clearly, housing all OIC activities in a single building, such as Erie and Roanoke do, is a first step. Many of the OICs (Erie, Seattle, Roanoke, Harrisburg) have used one or more OIC buses with varying degrees of success. The buses ordinarily have a set pick-up and delivery schedule throughout the ghetto areas. Obviously, there will never be enough buses for everyone to have a convenient transportation schedule. Roanoke has also tried car pools, paying the drivers their mileage expenses. This has worked fairly well.

2. Child Care

Lack of adequate child care facilities is the other problem mentioned most often. It seems to be almost universal. Certain of the OICs, however, have taken imaginative steps which they feel have adequately solved the worst aspects of the problem. For example, Erie and Roanoke managed to obtain preferences for OIC trainees in public day care centers and report that their child care problems are no longer severe.

Dallas said that Delta Sigma Theta has completely equipped and supervised a day-night child care center on OIC's premises for OIC children. Omaha, too, noted that it had worked out an arrangement with the local YMCA to provide child care services in the latter's center for OIC mothers. Other OICs have tried to start day care centers with volunteer help or arrange for baby sitting on a volunteer basis. The results, however, have not been satisfactory.

3. Lack of Males

Here again, part of the problem is not being able to pay enough to attract the unemployed male who is "making it" on the street, or to provide an incentive to the underemployed male to give up his job and train for new employment which might pay higher wages. But another part of the problem is providing special classes and incentives as Harrisburg and Oklahoma City have tried to do. An additional aspect may be to develop more attractive, male-oriented training courses, as Washington, D.C. and Seattle seem to have done. Unfortunately, this gets back to more elaborate and usually longer training courses, and this in turn means a greater need for trainee allowances.

4. Drop-Out Rates

A relatively "high" drop-out rate or "low" completion rate (if, indeed, they are such) is not a "special" problem. It is the corporealization of all programmatic problems. It is caused by lack of money, poor transportation, inadequate child care facilities, illness, migration, family problems, lack of interest, difficulties with the program and many more reasons. Some OICs tend to treat it as a special problem; but it pervades all aspects of the program and has been treated in individual chapters in this report.

5. Other Problems

The other problems have been highlighted in the preceding chapters. The major ones will be summarized here.

a. Board interference in day-to-day personnel and administrative matters and the need for clearer guidelines to delineate the limits of Board responsibility (Chapter IV).

b. Difficulty of attracting good staff members (Chapter IV).

c. The severe problems caused by OICs which have been unable to locate all their activities under one roof, i.e., inability to combine feeder and skill training; to perform more intensive counseling for skill training enrollees; and transportation difficulties (Chapters IV, VII and XVI).

d. Lack of meaningful staff in-service training programs for OIC program divisions, administrative personnel, record keeping staff, and top management (Chapters IV, VII, IX, X, and XI).

e. Difficulty of making feeder classes more vocationally oriented; of providing feeder reinforcement in the skills section; and of combining feeder and skill training (Chapters VII and VIII).

f. Isolation of each OIC in its development and use of programmed materials, teaching techniques, learning laboratories, and testing procedures. (Chapters VII, XIII and IX).

g. Failure to have more numerous tie-ins of job development and placement, as well as skill training, with specific, large, local employers with recurrent employment needs (Chapters VIII, X, and XIII).

h. Need to develop the in-house management capability to use statistics and data generated for funding agencies for purposes of internal decision-making and policy changes (Chapters X and XI).

i. Development of the ability and mechanics to effect change in local community institutions based on solid OIC experience (Chapter XII).

j. The problems caused by tri-partite federal refunding, such as lack of common reporting requirements, operation guidelines, and budgetary periods (Chapters III, XI, and XIII).

B. COMMENTS

The four major OIC problems--lack of trainee funds, poor transportation, inadequate child care facilities and low male enrollment, which lead in turn to recruitment problems, "low" attendance levels and "high" drop-out rates, all can be traced, to a significant degree, to the lack of trainee allowances. But the problems only will be eased and will not disappear with a work-scholarship program as many OICs seem to think. For one thing, lack of funds is not always the true reason (even if it is the stated reason) for drop-outs. In the second place, no one ever has "enough" money to accomplish everything. And thirdly, it is the author's guess that money will not make a vast difference in the inordinately difficult job of educating, motivating, training and placing the disadvantaged.

C. RECOMMENDATIONS

1. OIC budgets should include provision for OIC transportation--buses, car pools, mini-buses. Work-scholarships will help individual trainees; but the real gravamen is lack of an adequate public transportation system. It is not easily solved.

2. The child care problem should be recognized as a proper subject for federal manpower expenditures. It may be possible for federal officials to secure preference for OIC trainees in other federally-funded day care programs such as Headstart and ESEA Title I. At the least, all manpower programs (CEP, JOBS, NYC, OIC, MDTA) located within

a single city ought to allocate a certain portion of their total budgets for child care centers, specifically reserved for manpower trainees.

Local OICs must explore other possible cooperative arrangements with local schools, CAAs, Headstart, churches, VISTA volunteers, YMCAs and city Red Feather agencies. As Dallas has proved, a volunteer day care center may be a natural for the community's Delta Sigma Theta chapter, wealthy church, Junior League or local ladies club.

3. The problem of making skill training courses more attractive to males needs to be tackled in each locality in cooperation with the state employment service, local unions, employers, neighborhood centers and target groups. Technical Advisory Committees also may be helpful. Specific links with local, large employers would remove much of the guess work because a job could be guaranteed upon completion of training and the employer may be willing to share part of the cost. Work-scholarships, obviously, would be a great help.

APPENDIX A

List of OICs and the Dates Covered By Their Reports

1.	Camden, New Jersey	Planning: June-Dec., 1967; Full Funding: July-Nov., 1968
2.	Charleston, West Virginia	Planning: July, 1967 - Feb., 1968; Full Funding: March, 1968 - Dec. 31, 1968
3.	Cincinnati, Ohio	July, 1967 - Dec., 1968
4.	Dallas, Texas	August 4, 1967 - Feb. 28, 1969
5.*	East Palo Alto (Menlo Park), California	Sept., 1966 - June 30, 1968
6.*	Erie, Pennsylvania	Sept., 1966 - June 30, 1968
7.*	Harrisburg, Pennsylvania	Sept., 1966 - May, 1968
8.	Jacksonville, Florida	Planning: Oct, 1967 - April, 1968; Full Funding: May, 1968 - Jan., 1969
9.*	Little Rock, Arkansas	Sept., 1966 - May 31, 1968
10.	Milwaukee, Wisconsin	Sept. 1, 1967 - Dec. 31, 1968
11.*	Oklahoma City, Oklahoma	Sept., 1966 - June 30, 1968
12.	Omaha, Nebraska	May 3, 1967 - Dec. 31, 1968
13.*	Roanoke, Virginia	Sept., 1966 - June 30, 1968
14.*	Seattle, Washington	Sept., 1966 - Aug., 1968
15.*	Washington, D. C.	Nov., 1966 - June, 1968
16.	Minneapolis-St. Paul, Minnesota	REPORT MISSING

* Indicates one of original 8 OICs funded Sept., 1966.

APPENDIX B

List of OIC Skill Training Courses

Name of Course	Number of OICs Teaching Course
Alterations and Tailoring	1
Air Conditioning	1
Aircraft Assembly	1
Auto Body Repair	5
Auto Mechanics	6
Bricklaying (masonry)	2
Carpentry	2
Clerk Typist (general office practices)	15
Commercial Cooking	2
Cosmetology	1
Data Processing	1
Drafting	3
Driver Training	1
Electronics Assembly	6
Electronics (basic)	3
Grocery Cashier Checkers	2
Key Punch	6
Laundry and Dry Cleaning	1
Machine Shop (tool)	4
Office Machine Repair	2
Offset Duplicating	2
Painting	2
Plant Protection	1
Power Sewing	2
Plumbing	2
Radio and T.V. Repair	2
Restaurant Practices	2
Roofing	1

Name of Course	Number of OICs Teaching Course
Sales	5
Service Station Operator	2
Sheet Metal	3
Slipcover and Drapery Making	2
Telephone Operator	1
Teletype Operator	2
Upholstery and Furniture Refinishing	2
Welding	5

APPENDIX C

INDIVIDUAL OIC REPORTS

In this appendix, a (gratuitous) brief comment will be made on the quality of each OIC report and the special features which each OIC seems to have developed. The OICs are mentioned in alphabetical order.

1. Camden, N.J.

A poor report. Sections were briefly discussed in only one or two pages. Obvious internal difficulties. No skills component. Recommendations were surprisingly good. Statistics were fair.

2. Charleston, West Virginia

A spotty report with poor introductory chapters, but with an excellent feeder analysis going into good detail on curriculum, teaching methods and materials, staff in-service training, and recommendations. The rest of the report was only fair. Too many generalizations. Statistics were poorly organized, hard to interpret and incomplete. There was, however, a quality of honesty with respect to the difficulties of securing jobs for the disadvantaged and with the staff's problems with the Board of Directors.

No particularly innovative features discernable except what was planned for the future in the feeder.

3. Cincinnati, Ohio (site visit)

The report was not as good as the program seemed to be from the author's four day visit. It was poorly organized, devoid of statistical information, and the format for each chapter, divided into "planned" and "actual" sections, made little sense. Chapters on feeder and job development were particularly poor.

The most unusual features were: its impressive director; a well-equipped individual learning laboratory; an imaginative tutoring program; solid relationships with local community colleges; and its apparently active role in city manpower programs.

4. Dallas, Texas

A report which starts brilliantly, with concise, well written and clear introductory and organizational chapters but, then loses momentum. There is no feeder section; no description of feeder curriculum, materials, course design or staff. The counseling section is split in two parts and the reader cannot tell whether or not this means that separate counselors were used for feeder and skill training. Testing information was good. Job development was poor; no follow-up statistics were given. Overall statistics were only fair. No way to trace trainee progress or numerical program flow.

Imaginative features noted were: the extensive testing done; ingenious recruiting devices used; vocational teacher certification by the state; evidently extensive use of non-professionals (but not well described in the body of the report); day and night volunteer day care provided on the OIC premises; use of short vocational courses. The author felt that this might be a better OIC than the report indicates--especially since it seemed to be dealing with large numbers of people. The only problem is that the vocational courses are low-skill, low-wage areas (sales, grocery cashiers, alterations and tailoring) and there is no information on job retention rates or follow-up.

5. East Palo Alto, California

By a wide margin--the worst report; failed to meet even basic information needs. Prepared during severe administrative crisis. Talked only "in futuro." Statistics are considered unreliable.

6. Erie, Pennsylvania (site visit)

A good to excellent report, with strong feeder and counseling sections. The only weak spots in the report were no skill training descriptions, rather pedestrian recommendations, and sketchy final sections. Excellent appendices, however. The report gave a good description of Erie's overall program, its innovations, and its problems. Statistical information in the report was weak, but was backed up with clear data on the on-site visit.

Erie's outstanding features were: impressive director and staff; excellent curriculum specialist; innovative combination of feeder and skill training programs with a multi-level, individual approach to education and training; complete restructuring of feeder along vocational lines; imaginative courses such as cosmotology; a majority of white enrollees; and a seemingly, special, constructive role within the City of Erie.

7. Harrisburg, Pennsylvania

A fair report, lacking in detail and oozing generalities which were not very helpful. Adopted a defensive posture for their program and seemed unwilling to discuss the real issues.

There were, however, a few unique job development and placement efforts described, such as the use of a pilot testing program whereby employers tested for performance after a trainee had been placed on the job rather than using traditional entrance testing prior to employment. Harrisburg, evidently also has worked out specific training and placement tie-ins with a few large local employers such as Olivetti and Kinney Shoe Corporation.

8. Jacksonville, Florida

A report rich in flowery language but weak in detail. No real analysis of feeder, skill training or job development and placement divisions. No discussion of curricula, depth of training, staff qualifications, in-service training, new ideas, materials, outlines, etc. Mentioned the use of non-professionals, but did not say where they were used. It did, however, contain job follow-up statistics (which is rare) and had a fairly complete statistical analysis based on persons recruited, however, rather than on those enrolled.

No unusual features came through in the report. Many generalizations were made, but few points were discussed in depth. The author got no "feel" for the program from its report.

9. Little Rock, Arkansas (site visit)

A fair to good report, lacking great detail (except on employment statistics) and tending to over-generalize far too much. The program suffers greatly from poor attendance.

Outstanding features include: a strong director; state-licensing as a private vocational school; some clear breakthroughs in Negro placements; and a friendly, folksy, extra-curricular spirit.

10. Milwaukee, Wisconsin

Only a fair report. Obviously hindered because of a total reorganization of the OIC, lasting from June to September, 1968. Statistics almost unusable. Job placement and skill training information totally lacking. Report is extremely defensive. More a chronicle of what is planned, than of what has happened. One can only surmise that not much did happen.

Innovative ideas noted were: use of "team groups" in feeder (not well explained); hope of using job coaches; cooperative agreement with local high school to give potential drop-outs 1/2 day vocational training in OIC while still attending public school; and cooperative agreement for 15 persons with Wisconsin Telephone Company.

11. Oklahoma City, Oklahoma

An excellent report--readable, smooth, comprehensive, well organized, and non-defensive. Very helpful chapters on feeder, skill training and counseling. While modestly recognizing that the OIC had problems, few solutions were offered. The only item which could have been improved substantially, was the statistics. One could not tell how many students entered feeder, completed it, entered skill training, completed it, etc. Job placement statistics were also weak and there was no follow-up information.

Imaginative ideas detailed were: feeder courses in civic responsibilities and group vocational guidance; team teaching in the feeder, staff psychologist; volunteer tutoring by Delta Sigma Theta; continuation of attitudinal feeder

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instruction on a regularly scheduled basis in skill training; and special testing committee to help prepare trainees to pass employer tests.

12. Omaha, Nebraska

This is a good report; imaginative and readable. Good use of statistics (except for job placement data) and seemingly, honest discussion of problems. The art work was superb and someone ought to arrange a one-man show for her. Unfortunately, the feeder section was confusing and did not explain how the feeder and pre-vocational courses were structured. The rest of the section was fine. The counseling section was excellent and skill training was also good. There was a tinge of back-slapping and self-adulation which seemed typical of the OICs in general.

Innovative features include (beside the fine drawings): imaginative work with police court and parolees; reserving Fridays for tutoring trainees and in-service staff training (no classes); check card system for checking trainee's progress in the program every two weeks; and use of employer testing on OIC premises. While the feeder did seem interesting, it was not described very accurately.

13. Roanoke, Virginia

An excellent report, well organized and well written. Contained far more substantive section recommendations than did most of the others. Imparted a quality of honesty in dealing with its problems.

Interesting features include: a learning laboratory with a wealth of programmed materials; operation of three satellite centers in the rural areas (I wish more were said as to their success, failure, cost and probable future operation); and an evident ability to break down skill training courses into certain units or blocks of instruction.

14. Seattle, Washington

A well-written, seemingly honest report, but very poorly organized with much duplication and confusion, which made it hard to follow. It appeared as if no one person read and edited the report as a whole, especially the orientation, feeder and skill training sections. But the report was complete and went into useful detail on a wide range of subjects.

Unusual features include: Seattle's development of a direct placement "job market" for summer youth; imaginative job development employer arrangements with Boeing and Western Electric; concrete inter-agency local and state relationships; and extensive in-service training for the staff.

15. Washington, D. C.

A good report; poor to fair in its use of statistics; but excellent in its summary chapter and those on job development and placement, trainee motivation and trainee progress. Unfortunately, the reader gets the feeling that because only certain imaginative aspects of the program were detailed, much was left out. Particularly frustrating were mention of features like continuing feeder education in skill training, and separate counseling for feeder and skill training trainees -- features never explained in detail. The report took up far too much space on administrative details and job descriptions. There was little useful in the appendices, and the report was not well organized.

Unusual features include: a large program with a wide variety of 12 vocational courses; heavy male attendance (40%); a cooperative job development program with Western Union; an imaginative up-grading program with HUD and testing experiment with CSC; impressively low feeder drop-out rate, mainly due to intensive one-week orientation period and trainee "enrollment" being delayed until after the orientation period.

APPENDIX D

SUGGESTIONS TO IMPROVE OIC FUTURE REPORTS

1. A more detailed outline ought to be given the OICs. The outline should ask specific questions as well as ask for a descriptive analysis. The chapters on job development and placement and industry relations can be combined, as well as those on relations with federal, state and local agencies and relations with the community. A separate chapter should be required for intake and orientation and on trainee progress or flow rate.

2. OICs should be asked for specific data on trainee flow: i.e., recruitment; orientation; number starting and completing feeder (number dropping-out, getting jobs, and remaining in feeder); number starting and finishing skill training, (number dropping out, getting jobs, and remaining in); placements in jobs upon completion of training; placements in training related jobs and non-training related jobs upon completion of skill training; and number remaining on jobs of all kinds after 3, 6 and 12 months. The present OIC statistics simply are not organized to show the rate of flow or progress of trainees. There is no overall picture. Drop-out rates look alarming. There is no breakdown by day or night session. Tracing males from recruitment to employment is impossible. Attendance levels are not stated. How can the government (or the OICs) tell if a good job is being done.

3. OICs almost always describe their programs in defensive and over-generalized terms. Especially weak are descriptions of innovative or imaginative techniques, methods or ideas in the feeder, learning laboratories, skill training course designs, curricula modifications, testing procedures, counseling, etc. How do teachers teach a class of 30 to 40 when they cannot instruct on an individualized basis? What teacher-made materials have been developed? Why did they have to be developed?

4. Why is not skill training and feeder combined? How vocationally oriented should or can the feeder be? Give specific examples. Submit course curricula. What has been learned?

5. Counseling--especially group counseling is never described in adequate detail. Reports are strong on personal counseling but weak on how vocational counseling is done.

6. Many more successes than failures are noted. There is no sense that OIC has any real problems; has made any serious mistakes; the reports talk about the ideal; what is planned; not what actually takes place.

7. Job development (as distinguished from job placement) is not covered. The job development and placement section is weak throughout. Few specific examples of innovative employment relationships are discussed.

8. Job placement is written about in a detached manner. Job placement statistics may point to real trouble in placing graduates or in retaining trainees long enough to complete training. Get the facts here. How many trainees placed in jobs upon completion of training have been men? How many were followed-up? What is really happening?

9. Racial matters are not discussed in any length, i.e., use of white counselors for black trainees; use of black job developers in industry; use of black/white teachers; mixture of races in minority history class. Valuable and interesting things may be going on but the reader cannot tell.

10. Concrete relationships with other agencies are not specified. Words such as "cooperation" and "coordination" are not helpful. The crux of this chapter should be, "What has the rest of the community learned from OIC?"

11. Lastly, OICs have much to offer. Let them stress what the meaning has been of (a) vertical integration of manpower components; (b) community base; (c) black leadership; (d) motivational reinforcement; and (e) industry involvement. Do they think they can train and place the disadvantaged with the tools they possess? Do they need more? What?